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ABSTRACT

At its meeting in August 1985, the members of the National Governors' Association formed seven task forces for the purpose of examining in-depth critical problem areas in American education. Focus was upon problems in the areas of: (1) teaching; (2) leadership and management; (3) parent involvement and choice; (4) readiness; (5) technology; (6) school facilities; and (7) college quality. In this monograph, summaries, reports, and recommendations from the task forces are presented. Main recommendations generated by the reports include: (1) Now is the time to work out a fair, affordable career ladder salary system that recognizes real differences in function, competence, and performance of teachers; (2) States should create leadership programs for school leaders; (3) Parents should have more choice in the public schools their children attend; (4) The nation--and the states and school districts--need better report cards about results, about what students know and can do; (5) School districts and schools that are inefficient should be taken over by the state and reorganized; (6) School buildings should be in use all year; (7) States should work with preschool children from poor families to help them get ready for school and to decrease chances they will drop out later; (8) Better use of technologies is an important way to give teachers more time to teach; and (9) States should insist that colleges assess what students actually learn while in college. (JD)

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Time For Results

THE GOVERNORS' 1991 REPORT ON EDUCATION

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TIME FOR RESULTS
THE GOVERNORS' 1991 REPORT ON EDUCATION

Governor Lamar Alexander
Chairman

Governors Bill Clinton and Thomas H. Kean
Co-Chairmen

National Governors' Association
Center for Policy Research and Analysis

August 1986

The National Governors' Association, founded in 1908, represents the governors of the fifty states and the Commonwealth of Puerto Rico and the Northern Mariana Islands, the territories of the Virgin Islands, Guam, and American Samoa. Its missions are to influence the development and implementation of national policy and to apply creative leadership to state problems.

NGA membership is organized into seven standing committees in major substantive areas: Agriculture, Criminal Justice and Public Protection, Economic Development and Technological Innovation, Energy and Environment, Human Resources, International Trade and Foreign Relations, and Transportation, Commerce and Communications. Special committees and task forces are formed in response to principal concerns of the governors.

The Center for Policy Research and Analysis of the National Governors' Association serves as a vehicle for sharing knowledge of innovative programs among the states and provides technical assistance to governors. The Center manages a variety of federal grants and foundation-funded activities and state demonstration programs in areas that include education, economic development, labor market and occupational analysis, socio-economic forecasting, health care financing alternatives, job training, and state human resource management systems.

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"The Governors are ready to provide the leadership needed to get results on the hard issues that confront the better schools movement. We are ready to lead the second wave of reform in American public education."

It's *Time for Results: The Governors' 1991 Report on Education*, a conversation among Governors with the rest of the world welcome to listen in.

It asks seven of the toughest questions that can be asked about education in the U.S.A., questions that *must* be answered if there are to be better schools. It sets up ways to keep up with what states do with the answers to these questions for the next five years, until 1991.

Better schools mean better jobs. Unless states face these questions, Americans won't keep our high standard of living. To meet stiff competition from workers in the rest of the world, we must educate ourselves and our children as we never have before.

- Why not pay teachers more for teaching well?
- What can be done to attract, train, and reward excellent school leaders?
- Why not let parents choose the schools their children attend?
- Aren't there ways to help poor children with weak preparation succeed in school?
- Why are expensive school buildings closed half the year when children are behind in their studies and many classrooms are overcrowded?
- Why shouldn't schools use the newest technologies for learning?
- How much are college students really learning?

How Did You Find the Answers?

At our Idaho meeting in August 1985, the Governors divided into seven task forces, one for each question. For the past twelve months, Governors have led hearings around the country. We have talked with hundreds of parents, students, decisionmakers, and scholars. More than a thousand people sent in written suggestions and testimony. Individuals and educational groups all participated.

What Are the Answers?

You'll find a summary of each of the seven task force reports—written by its chairman—beginning on page 8. For more information, there is a detailed report from each task force to help Governors find what has or hasn't worked in each area. And for still more, separate volumes of supporting works are available for each task force.

The Governors' advice doesn't beat around the bush. Here are some of the recommendations that attracted my attention:

- Now is the time to work out a fair, affordable Career Ladder salary system that recognizes real differences in function, competence, and performance of teachers.
- States should create leadership programs for school leaders.
- Parents should have more choice in the *public* schools their children attend.
- The nation—and the states and school districts—need better report cards about results, about what students know and can do.
- School districts and schools that don't make the grade should be declared bankrupt, taken over by the state and reorganized.
- It makes no sense to keep closed half a year the school buildings in which America has invested a quarter of a trillion dollars while we are undereducated and overcrowded.
- States should work with four- and five-year-olds from poor families to help them get ready for school and to decrease the chances that they will drop out later.
- Better use of technologies through proper planning and training for use of videodiscs, computers, and robotics is an important way to give teachers more time to teach.
- States should insist that colleges assess what students actually learn while in college.

These are only some of the most important ideas.

But Was There No Common Thread?

Yes, there was. To sum it up: the Governors are ready for some old-fashioned horse-trading. We'll regulate less, if schools and school districts will produce better results.

The kind of horse-trading we're talking about will change dramatically the way most American schools work. First, the Governors want to help establish clear goals and better report cards, ways to measure what students know and can do. Then, we're ready to give up a lot of state regulatory control—even to fight for changes in the law to make that happen—*if* schools and school districts will be accountable for the results. We invite educators to show us where less regulation makes the most sense. These changes will require more rewards for success and consequences for failure for teachers, school leaders, schools, and school districts. It will mean giving parents more choice of the public schools their children attend as one way of assuring higher quality without heavy-handed state control.

We don't want to be misunderstood here. We're not ready to bargain away minimum standards that some states are just now setting. But we have learned that real excellence can't be imposed from a distance. *Governors* don't create excellent schools; *communities*—local school leaders, teachers, parents, and citizens—do.

Reading through the reports reminded me of the best advice of a famous Tennessean, guitarist Chet Atkins, who says: "In this life, you have to be mighty careful where you aim because you're likely to get there." Governors have confidence that if we can agree with schools and school districts on the right goals and give them enough authority to do what they need to do, then they can take American schools and their students where America wants them to go.

All the Governors Have Agreed on All of This?

No. This report is for the sole purpose of helping Governors be better Governors. It is our best advice to each other. We have not tried to develop a consensus on every issue, as we do when we speak as an association to the President or to Congress. Each report reflects the views of the Governors who served on that task force. We hope it will be used to build the consensus that counts—in states, in school districts, and in individual school buildings.

What Makes This Report Different From All the Other Education Reports We've Seen?

Our report is different in these ways:

- The Governors themselves are doing it.
- We're tackling seven tough issues that professional educators usually skirt.
- We're setting up a way to keep up with results for five years.

Why Is Getting the Governors Involved Such a Big Deal?

Because without the Governors' leadership, most of what needs to be done won't get done.

Here's what H. Ross Perot—who's done a few difficult things in his life—had to say about his year-long fight to reform the Texas public schools: "It was the hardest, meanest, bloodiest thing I've ever been in." Mr. Perot added: "People have been to see me about how to do what we've done in their states. I tell them, unless you can get the Governor involved, don't even start. It will be a waste of your time."

American public education has fallen into some deep ruts. Some of the changes that need to be made are so deep and will take so long that unless the Governors push, small changes will be labeled reforms and nothing much will happen except spending more money.

No one else can set the agenda in a state the way the Governor can. The Governor's agenda becomes the state's agenda and the state's agenda is the nation's agenda, especially on education, which is the responsibility of states.

The Governors have been helping, especially for the past four or five years. Almost any Governor will tell you that his or her state has "the finest new education reform program in America," most of them enacted since 1982. Most states have initiatives like the ones we have in Tennessee: Basic Skills First; Computer Skills Next; summer schools for gifted children in the sciences, the humanities, and international studies; more pay for outstanding teachers and school leaders; more language requirements; a longer school year; chairs and centers of excellence at the universities; and more help for adults who need basic skills, computer skills, and new job skills.

But before 1982, Governors were less involved. Most states had moved their top education officials away from the Governor's direct control. The federal government, the federal courts, and the teachers' unions increased their say about policy and management of public schools.

Still, state constitutions and laws establish the basic framework for how we operate our schools. So, we *can* change the way we attract and keep the best possible administrators and teachers. We *can* change the way our colleges educate our future principals and teachers, and the way we certify that they are ready to go into the classroom—and remain there—and we *can* change the way we assess their performance. We can find new ways to let parents be involved more in their children's education.

Jobs. More than anything, it is the threat to the jobs of the people who elect us.

The one thing that has brought it home to most of us is that we have been traveling. Mike Mansfield told me in June that Governors from forty-nine states have been to Japan since he has been Ambassador, some of them many times. What we see when we go are children who learn more languages and go to school more days than our children. In Korea we see people in one of the most literate nations working seven days a week for $3,000 a year. Even in the poorest parts of China, we find children studying English.

When Japanese plants come to our states, we have to set up Saturday schools because the Japanese want their children to learn more math than we teach during the week.

After we've seen that first hand, statistics and reports like these mean more to us:

- U.S. eighth graders' math skills rank ninth among twelve major industrialized countries of the world.
- It's not unusual for one-third of the college freshmen in the U.S. to read below a seventh grade level.
- Between 1971 and 1982, there was a net loss of 9-, 13-, and 17-year-olds' knowledge about and ability to use scientific principles. And there has been no improvement in advanced mathematical problem-solving ability.

In our jobs as Governors, we also see first-hand that high school dropouts are three times more likely to be unemployed than high school graduates.

And we see every day how huge changes in the structure of America, its families and population, make our crusade for better schools even harder. In 1985, just 7 percent of our households had a working father, a mother who stayed home, and two or more children. Of all the children born in 1983, 59 percent will live with one parent before reaching age 18. We are told that by the year 2000, approximately one-third of our population will be "minority." Already more than half the students in many of the nation's largest public schools are non-white, and this percentage is certain to increase.

What this means to us is that while competition overseas is getting stiffer, getting results at home is getting harder—and more urgent—because children from low-income, single-parent, and minority families are more likely to be poor, more likely to drop out of school and therefore, less likely to develop the strong skills needed to find and keep a good job.

How Long Will It Take to Change Things?

Our report is named the Governors' "1991 Report" because it looks ahead for five years, but it will take keeping better schools on the front burner for longer than that.

The Governors are in this for the long haul. This year we are giving schools more attention than we ever have in the 78-year history of our association. Our concern is bipartisan. The co-chairmen of this report are Bill Clinton of Arkansas, a Democrat who is vice chairman of both the National Governors' Association and the Education Commission of the States this year and will be chairman of both next year, and Tom Kean of New Jersey, a Republican who is chairman of ECS this year. Governor Kean's Task Force on Teaching has reminded us of some good common sense advice: "Follow through is everything." Change is going to take commitment, hard work, and cooperation.

And we know it takes money. Education is the *number one* expense for every state. States now pay more than 50 percent of the total spending for public schools, and nearly one-third of the cost is in higher education. This past year, education spending in the states increased faster than ever. We have found raising new funds for better schools is easier than raising it for more of the same.

"So the Governors Themselves Are Going to Do All of This?

Absolutely not. That is another major thread that weaves through these reports. *We know we need help.* We can set the agenda, rally the troops, provide the leadership, but we must have help from professional educators to design the strategies and achieve the results.

Too many of us have spent too much time during the last few years battling with educators to secure real reforms. The battles were necessary. But they took time that could have been spent working *with* educators to develop even better strategies and even more support.

Governors want a new compact with professional educators in America so we can lead a coalition of *everyone* interested in better schools. We want to take the next steps together.

That is why we are joining with the Education Commission of the States and the Council of Chief State School Officers to devise a system to keep up with the results of this report on a yearly basis. That is why we have invited to our Hilton Head meeting leaders of the major professional associations and unions. We want them to know we are ready to lead . . . and to listen.

No. We won't be giving grades. But we *will* report what is happening in each of the seven areas in each state. That should help set the nation's agenda for what is important and successful—and unsuccessful--in making schools better. It is up to each state what each state does.

The Governors are ready to provide the leadership needed to get results on the hard issues that confront the better schools movement. We are ready to lead the second wave of reform in American public education.

The Governors' 1991 Report is not a clarion call like *A Nation at Risk*, or a comprehensive survey, like ECS' *Report of the Task Force on Education for Economic Growth*, or a single bold strategy, like *A Nation Prepared*, Carnegie's report on teaching.

Instead, this report is:

- Governor to Governor, tackling head-on seven of the toughest obstacles standing between Americans and better schools;
- Governors, offering to forge a powerful compact with educators that will change the way American schools work in order to get results; and
- Governors, preparing to lead a coalition to persuade citizens that better schools—created by the strategies in this report—mean better jobs.

Lamar Alexander
Governor of Tennessee
Chairman of The National Governors' Association
August 1, 1986

The most difficult thing about preparing this report was having to say to some of those who had done the most for education that they had more to do. For the last decade, and longer in many cases, Governors have championed an agenda to improve teaching. We created a sense of urgency about the need for action and a political climate that made action possible. But teaching reform remains on the Governors' list of things to do. We still face problems of both quality and quantity in the teacher workforce. We must view all that we have done in the states as the foundation for what is to come.

A series of national teacher policy studies this year presents a remarkable opportunity for Governors. Those studies outline a program that builds on what has happened, but is fundamentally different in scope and tone. It goes far beyond what any one state has attempted. Our task force report defines ten things that Governors can do to advance the new agenda. Without the support of Governors there will be no progress.

What remains to be done? There have been many successes but we don't give enough attention to what motivates people to teach when we design recruitment programs. Teachers care about the intrinsic rewards of teaching and the professional environment of the school. If we want to attract more able teachers, and keep the ones we have, we have to respond to what they care about.

What we need now is a new compact between teachers and the public. The public must offer teachers a professional work environment and all that goes with it. That means reasonable salaries and a real voice in decisions. It means the chance to design the standards that define professional performance and ways to assess that performance.

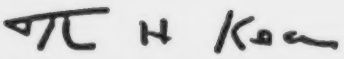
It also means a willingness of parents and other citizens to do the simple things—things like reading to children and controlling television time—that we know support a child's education.

Teachers, for their part, must offer the public a commitment to the highest standards of professional competence. They must acknowledge their basic responsibility for performance. They must work for results, as I think most want to do, not work to the rule.

Governors must set the stage for this new compact between the public and the teachers. Governors should make it clear to teacher organizations, administrators, and school boards that they must devise a new way of doing business. This compact cannot be imposed by government. It cannot be won at the bargaining table. It can only be achieved over time through discussion, experimentation, and with considerable forbearance on all sides.

Governors have to get the leaders in their states to review that national policy agenda. They should support the creation of a National Board of Professional Teacher Standards. They should develop incentives to encourage more professional school environments. They should challenge the higher education community to rebuild teacher education and support those who pick up the challenge. They should listen to teachers, principals, and board members, and focus the energy of those people on what must be done.

Above all, Governors can emphasize that it isn't the teacher recruitment program they are interested in, but the people—the people who teach children.



Thomas H. Kean
Governor of New Jersey
Chairman, Task Force on Teaching

Who will manage the school?

Strong leaders create strong schools. Research and common sense suggest that administrators can do a great deal to advance school reform. They will lead the next wave of reform, and states and Governors must act now to help them lead.

Led by Governors, state boards, and legislators, states have mandated higher standards in elementary, secondary, and higher education. But lasting reform requires more than higher standards. Now we must turn our attention to the process of schooling. We must address the conditions that need to be met for changes to take place in schools and in the lives of students. Strengthening leadership is an essential next step.

New demands are placing increasing pressures on schools. Students are different: by 1991, 25 percent will be from minority groups, half will come from single-parent families, and one in four will live in poverty. If current trends continue, fewer minorities will enter teaching, and new teachers will continue to come from the lower half of their college classes. The U.S. economy is changing: advancing technology and changes in international trade are altering the structure of international competition. Our current educational system cannot meet these new demands. New school structures are needed.

To restructure schools, we must use what we know from research about effective schools and effective leadership. Effective schools have strong leaders, shared decisionmaking, clear goals, effective instruction, and a lot of time devoted to learning. Effective leaders have a vision of what they want their schools to be. They translate this vision into school goals and teacher expectations; they create a school climate that supports these goals; and they monitor progress.

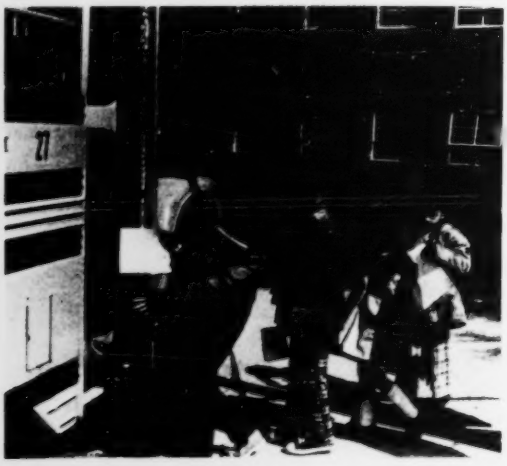
Many schools are already effective schools. But many more are not. Testimony at the task force hearings told us that the traditional organization of schools does not allow teachers enough time to prepare for instruction or review student work. Teachers have too few opportunities to build collegial relationships. School needs are not addressed systematically. Principals told us that expectations for them are not clear, that regulations require them to spend more time managing than leading, and that many principals are not trained to do what needs to be done.

The challenge now is to develop state policies that strengthen school leadership and encourage school renewal.

We should begin a dialogue to determine broad goals for education and ways to reach these goals. The challenge is to:

- Match state-sponsored educational training and certification requirements to the skills principals need to be effective;
- Provide incentives and technical assistance to districts to promote school-site management and school renewal; and
- Develop a system to evaluate principals accurately and to reward principals and schools for performing effectively.

Bill Clinton
Governor of Arkansas
Chairman, Task Force on Leadership and Management



Can parents be partners?

America is a land of choices. In virtually every area of our economic and private lives we have a smorgasbord of choice. We can choose among 100 breakfast cereals, 200 makes of automobiles, 300 different church denominations. Thus, it is ironic that in this land of choice there is so little choice in the public school system. Our task force believes that public education cannot, as presently structured, deal effectively with the nation's diversity and its demand for compulsory education.

Despite the national attempts to reform education, we are worried that the nation is creating solutions to the wrong problems. We are afraid that states are working for more of the same without taking a good hard look at the system itself. On the surface we seem to have responded with energy, enthusiasm, and money to a crisis in education. But we hope that in ten years the country does not look back and find that we kicked up a lot of dust and then settled for business as usual. We propose something in the great American tradition: that you increase excellence by increasing the choices.

Presently, the school system controls both the production and consumption of education. The system tells the students what they will learn, at what speed, and what quality. Students and their parents have little to say about it. A more responsive system would incorporate what students and their parents say they need with the education services necessary to meet it. We believe that we can remain dedicated to a system of public schools and still increase consumer sovereignty.

Some districts and a few states already permit families to select from among various public schools. The results are encouraging: generally, students achieve more, parents are more satisfied and educators feel more like professionals who have been selected by their clients.

If we implement broader choice plans, true choice among public schools, then we unlock the values of competition in the educational marketplace. Schools that compete for students, teachers, and dollars will, by virtue of their environment, make those changes that allow them to succeed.

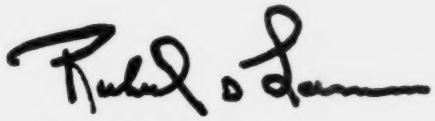
Our recommendations are not for unrestrained choice—we suggest a state role in monitoring and limiting the use of choice, which will prevent these programs from having unintended consequences.

It is clear that many American families want more choices. In fact, we learned that teachers often exercise educational choice: in many American cities, a higher percentage of public school teachers' children attend private and parochial schools than the overall population.

The lack of choice has helped create a passive approach among parents. Too many American parents are not deeply involved in their children's education. Parents in Japan and Taiwan think how hard a student works is most important in determining achievement. However, parents in America think a person's ability is most important. Far higher percentages of Japanese and Chinese parents provide desks for their elementary school-age children to do homework, and these children spend much more time on homework than do American children. Our parents must become more involved in their children's education—working closely with the school, stressing the importance of studying, and reducing the time spent watching television.

Key recommendations of our task force include:

- Expanding opportunities for students by adopting legislation that permits families to select from among kindergarten to twelfth grade public schools in their state, and permitting juniors and seniors to attend accredited public postsecondary institutions, with tax funds following the students;
- Encouraging and assisting school districts to develop more effective parent-involvement techniques; and
- Reminding parents that they can improve their children's achievement by working closely with the school.



Richard D. Lamm
Governor of Colorado
Chairman, Task Force on Parent Involvement and Choice

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Can we reduce the risk of failure?

Teaching and learning are serious business. Our nation sent out several education alarms over the last decade, and almost every state responded by initiating educational reform measures. Many Governors took leadership positions in ushering in the educational reforms. Now, we must take leadership roles in making policies to help at-risk children and youth succeed in meeting the new educational standards.

Increases in standards will have a positive impact on raising student expectations and, thereby, performance. However, for students who enter school with skills far behind their peers or who fall behind their peers after entering school, higher standards may impose a forbidding barrier rather than create a positive challenge. Without other additional strategies, such students are at risk of failing the standards before they have a chance to benefit fully from public educational opportunities.

In spite of these challenges before the states, the message of the Task Force on Readiness is one of hope. Many school districts and states have initiated actions to help at-risk children and youth meet these new standards. The task force has compiled these policy initiatives and actions and translated them into two sets of recommendations. The task force recommends that we, as governors, consider implementing as many of the following initiatives as are appropriate to your individual state.

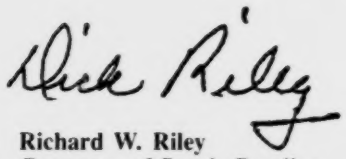
The Task Force on Readiness has two sets of recommendations:

- States must develop initiatives to help at-risk preschool children become ready for school.
  Possible state initiatives include: provide all in-home assistance for first-time, low-income parents of high-risk infants; develop outreach initiatives using community and religious organizations to assist and support young children with absentee parent(s) or guardian(s) as their sole source of nurturance; providing high quality early childhood development programs for all four-year-old at-risk children, and, where feasible, three-year-olds; provide all parents of preschool children with information on successful

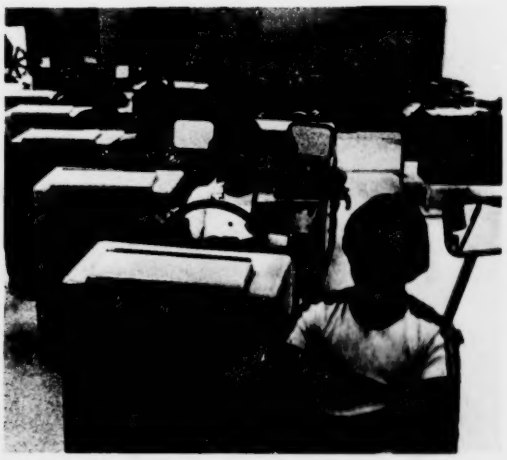
parenting practices; stress continued improvement of developmental and educational programs in existing day care centers for preschool children through center accreditation, teacher credentialing, and staff development; and, finally, develop state and local structures through which various public and private agencies can work together to provide appropriate programs for young children and new parents.

- State must work to assure that at-risk children and youth meet the new educational standards from school entry through graduation.
  Possible initiatives include: provide extra help in basic skills for students who have major deficiencies; develop incentives, technical assistance, and training for teachers and principals to use effective school and classroom procedures; assure that the curriculum is challenging for all children; provide the accurate assessment of student performance so deficiencies can be corrected; reward schools for making progress in educating all children; establish home/school programs so parents can assist teachers; develop incentives or direct state aid to encourage reduced class size in kindergarten and the lower grades; establish alternative programs to work with high school dropouts and potential dropouts or those who are dropouts; and establish a mechanism for state intervention into school districts where no progress is being made with lower achieving students.

These recommendations are bold and carry with them possible obstacles to success. The Task Force on Readiness report has identified these obstacles so they may be looked at not as barriers but, instead, as signs of caution to help prepare for curves in the road ahead. Excellence does not come easily, nor inexpensively. But what is our alternative in today's society?



Richard W. Riley
Governor of South Carolina
Chairman, Task Force on Readiness



Will technologies make learning and teaching easier?

The United States spends more money per capita on education than any other industrialized nation. Next to defense and Social Security, education is the largest public portion of the gross national product.

While we all recognize the value of this investment, we must continually ask ourselves how those dollars can be put to the most effective and efficient use. Because our nation is the technological leader of the world, one answer leaps forward: we should use the technology we have created to help our schools.

The Task Force on Technology was given the goal of developing recommendations to Governors, focusing on policies and programs that encourage effective use of technology in the classroom. This effort builds upon what we have learned and recognizes the need to assess realistically what does and does not work.

Despite more than a billion dollars in purchases and an incalculable amount in donations nationally during the past few years, schools generally have not become more productive through the use of technology. This situation must change, and we can help.

As a nation, we have not invested in the research and development needed for technology to be useful for the student or the teacher. What is spent for research and development is scattered and does not focus on the needs of the student or teacher. As a result of this deficiency, we should not be surprised that there is not enough solid evidence about what works best.

Nonetheless, some things are clear. We should be thinking about a variety of machines—satellite television, videodiscs, robotics—not just computers. Not enough school districts are planning their use of technology. One recent study found that while 96 percent of the nation's school districts were using various kinds of technology to improve instruction, only 14 percent had developed policies about how they were going to use the technology. Planning will not solve all of our problems, but it is vital.

Training, and lots of it, should proceed based on what we know to be cost-effective. One reason technology failed to achieve its potential in the past was that not enough high quality training was provided for teachers and others who are to use technology in our schools. As Governors, experience in our own offices has shown us that if individuals are to use technology effectively, they must understand how it can make them more productive. Otherwise, it is wasted.

No single school, or even an entire district, is a sufficiently attractive market for those who create and sell hardware and software. The enterprise has paid a price because of this reality. Noncompatible computers, software, and other machines are stacked in closets. We need to help reorganize the marketplace. This is not a back-door suggestion to control the curriculum or the text. States are the natural level of government to help aggregate markets.

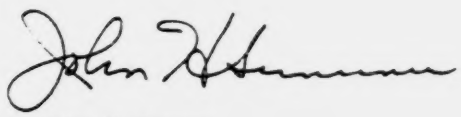
In fact, this situation is not parochial in scope. Because the manufacturers of these high tech machines and software have a national market, multistate market aggregation may be required to significantly influence manufacturers' action.

Perhaps one of the most important things we can each do is encourage technology demonstrations in schools. It is essential to restructure the school, but how technology can be useful in that restructuring remains elusive.

We must encourage experimentation. We need to find out more about how computers can help teachers and administrators change the way they do business, how staff and student ratios can be changed, and how students can learn at their own pace.

Our major recommendations are:

- Support demonstrations that include our waiving state regulations, if necessary, to document what is cost-effective and efficient at the school site;
- Support and sponsor research and development in education technologies either individually or through a consortium of states;
- Support the creation of market mechanisms; and
- Support and encourage all school districts to develop plans for using technologies and provide training for teachers in the use of them.



John H. Sununu
Governor of New Hampshire
Chairman, Task Force on Technology

What are schools for?

The most startling thing that we found is that our nation's public school buildings represent a quarter-trillion-dollar investment, yet these facilities are often underused and poorly maintained. That situation is unacceptable. Better use of school buildings means that students, the education system, and the broader community will benefit. We can play a key role in helping communities get a better return on their investment in school buildings.

Most education reform seeks to change what happens inside school buildings, not how those buildings are used. But we found the overwhelming majority of America's schools are used only five days a week, nine months a year, and are restricted to the formal education of people between the ages of five and eighteen. This makes no sense to us. There are several things that can be done that do make sense.

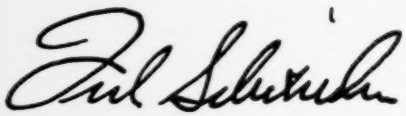
We now have proof that many students learn more when they do not have three-month vacations, and that a year-round school calendar can be less expensive for districts with growing enrollments than putting up new buildings. We need to talk with parents, community leaders, and the folks responsible for running the schools and encourage all of them to make the best use of facilities.

We can make sure our laws and bureaucracies do not stand in the way of districts using their facilities to respond to the broader needs of their own communities while at the same time helping themselves. Schools used for community purposes are less prone to vandalism. Providing day care and early childhood development programs responds to a critical need. Bringing people into the school for recreation, physical, mental health, and library activities creates greater understanding and interest, producing more support in bond elections. Some current laws and regulations discourage these common sense solutions.

Buildings do not bargain collectively and they have paid the price. During the last decade, millions of dollars for capital repair were shifted to other expenses, including staff salaries, energy, pollution control, and asbestos removal. A 1983 estimate put the cost of catching up on repairs and maintenance of school buildings at $25 billion dollars. We need to work with our districts and communities to protect our investment. It's just good business sense.

By 1991, we believe that no community should be hampered by state law or regulation in deciding how to make the fullest use of school buildings and property. Moreover, every community should be aware of repair and maintenance needs of their schools and have a range of options for financing improvements. Our major recommendations are that:

- States should focus existing "community education" initiatives on the shared use of facilities. Particular attention should be given to community groups that provide day care and services to "latchkey" children.
- States should help school districts develop shared-use and year-round school calendars.
- States should act to restore school buildings whose maintenance needs or safety improvements have been deferred.



Ted Schwinden
Governor of Montana
Chairman, Task Force on School Facilities

Does a degree tell us what the student learned?

Many colleges and universities do not have a systematic way to demonstrate whether student learning is taking place. Rather, learning—and especially developing abilities to utilize knowledge—is *assumed* to take place as long as students take courses, accumulate hours, and progress "satisfactorily" toward a degree.

College "quality" should mean, at the least, that institutions are making a difference in the lives of individual students. Students should be learning during the time they spend at America's colleges and universities. This learning should include the acquisition of knowledge and the development of increasing levels of ability to organize and use that knowledge.

The Task Force on College Quality decided to focus on how colleges and universities can *demonstrate* that student learning is occurring. Thus, the key organizing concept for our work has been assessment. In addition to investigating how colleges and universities can assess student learning, the task force also studied data on how student outcomes can be used to assess the effectiveness of academic programs, curriculums, and institutions.

We discovered that some colleges and universities in this country have undertaken serious efforts in the past few years to document the learning that is taking place on their campuses. Alverno College in Milwaukee, Wisconsin, and Northeast Missouri State University in Kirksville, Missouri, are two notable examples, among others. In addition, these institutions are using this data to improve teaching and learning on their campuses.

The task force Governors learned that rigorous, systematic assessment programs help colleges and universities focus attention on, and enable them to demonstrate that they are accomplishing, their institutional missions. One of the first emphases of assessment must be the development of a clearly defined

institutional mission. Then colleges and universities can put into place rigorous systematic programs to evaluate the quality of student learning, academic programs, and curriculums.

Parents, students, taxpayers, and state policymakers all have a keen interest in knowing that public colleges and universities are providing quality higher education. Assessment programs make it possible for institutions to meet this demand for consumer information with accurate, timely information on student, program, and institution performance.

With the information we gained from our three hearings and from the studies and reports that we received from the higher education and assessment community, the Governors on this task force are recommending that each college and university have assessment programs in place to evaluate student, program, and institutional performance, and that information about program and institution performance be shared with the public. In addition, we call on collegiate accrediting bodies to implement standards that currently exist to require colleges and universities to collect information on student outcomes. As colleges and universities define their missions and pursue quality, we encourage state policymakers to provide incentives for institutions to develop and implement assessment programs that will positively affect teaching and learning.

John Ashcroft
Governor of Missouri
Chairman, Task Force on College Quality

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Massachusetts

George Nigh
Oklahoma

Arch A. Moore
West Virginia

"We are recruiting. Our message to talented people is this: be a teacher! And we have another message to the thousands of able teachers we have but could lose: stay in teaching!"

Thomas H. Kean
Governor of New Jersey

CHAIRMAN

Thomas H. Kean
Governor of New Jersey

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Former Governor of Virginia

DEFINING THE ISSUES

For four years, and much longer in many cases, the nation's Governors have championed an agenda to improve teaching. They focused public attention on the importance of good teaching. They created a sense of urgency about the need for action and a political climate that made action possible. Almost every state has taken significant steps to attract and retain able teachers, and many put comprehensive plans in place.

Governors led successful efforts to raise teacher salaries. They insisted on higher standards for teacher training and licensing. Many have programs to recognize outstanding teachers and to draw public attention to the profession's importance and rising standards. They led efforts to create scholarship and loan programs and to widen the pool of teacher candidates.

So why is reform of the teaching profession still on the Governors' agenda? It remains because the nation still faces both a quality and a quantity problem in the teacher workforce. These problems are massive, pervasive, and intertwined with the quality of our economic, civic, and personal lives. It also remains on the agenda because follow-through is everything. Governors achieved some of the reforms in the face of determined opposition; the opposition hasn't gone away. And some innovations need adjustment in the light of experience. No teacher recruitment and retention program will succeed without sustained support from a state's Governor.

How many teachers will we need? The estimates aren't precise (Feistritzer). Projected need is based on federal estimates that assume a constant 6 percent attrition rate, which has not been verified since 1973 (Feistritzer, Mandel). Those figures show that by 1991, the supply of new teachers will be only 68 percent of demand. Some observers think these estimates are conservative because the rising age of teachers will mean a higher attrition rate. They predict that roughly half of the current teaching force will have to be replaced in the next seven years (Mandel). The Carnegie Forum on Education and the Economy concluded that between 1986 and 1992, 1.3 million new teachers will have to be hired. The Forum pointed out that it is unlikely the labor market can meet this need (Carnegie Forum). These are national figures; the state situation may vary. Some states will be in dire need while others will have, or appear to have, all the teachers they need.

Quality in the profession is also uncertain. Teachers score below other college graduates on most standardized tests (Mandel). Those who score high on these tests tend to leave the classroom earlier than others, while those who score the lowest tend to remain (Schlechty and Vance). The highest scorers are less likely to be hired in the first place, but whether this is because they decide not to teach or boards decline to hire them is unknown (Weaver). But some observers see a turnaround in the quality of new teachers. The SAT scores of students who say they plan to teach are rising faster than the average (Feistritzer).

The wrong kind of policy conceals shortages. If certification, hiring, or training standards decline, we won't notice shortages (Spillane). The disturbing fact is that parents and citizens may not be able to readily detect important differences between professional levels of teaching and below-par performance (Palaich). Governors can, however, help force standards in the right direction. We know why teachers leave: the primary reasons are low pay and the absence of a professional work environment (Metropolitan 1986). If Governors help make teaching more attractive, we may both slow the turnover and raise the quality of those who enter the profession. Donna Kerr presented the argument concisely:

> A society's political and economic forces determine in what pursuits intellectual virtuosity will be rewarded. Neither with status nor with prestige nor with money do we reward teaching . . . For those bright and able persons who, against the social and economic grain, would choose to teach, we have failed to structure the work of teaching in a minimally acceptable way.

Governors have a special opportunity now to strengthen teaching. They are experienced in dealing with the problem and can draw on one another's experience. The states have become laboratories for education, and in laboratories, some experiments work, while others don't. It is time to draw lessons from both kinds of experiences and press on.

The national studies of teacher policy this year are a major part of the opportunity; they outline an agenda that builds on what has happened, but is fundamentally different in scope and tone (Carnegie Forum, Holmes, National Commission for Excellence in Teacher Education, California Commission, Committee for Economic Development ECS, reports). The scope is deliberately radical rather than incremental, and the tone is urgent.

The leaders in business, labor, education, the scholarly community, and politics who produced these studies assert a basic argument: modern times are forcing Americans to become much better educated, for economic, civic, and personal reasons.

These studies depict education as the nation's most critical investment program. Achieving new levels of competence will require effective teaching. Now is a particularly difficult time to recruit the teachers we want. To get them, to keep the ones we have, and to make effective use of their talent will require major organizational changes in schools and teaching. The first round of reforms did not attempt those changes (Carnegie Forum).

Policy leaders have started to listen to teachers themselves (Metropolitan, Koppich, Education Commission of the States). While the sad picture that is painted of teacher qualifications is all too accurate in many respects, there is also a multitude of qualified, committed teachers who support change (ECS). Their view of what motivates teachers and what effective teaching requires is sometimes congruent and sometimes at odds with what policy leaders say. Governors, and for that matter, principals, boards, and communities, who tap and focus the energy and commitment of such teachers have powerful allies in support of better education for children.

"Education has long been a priority of the states, and this commitment is the foundation for our future. As Governors of the states, we must act to ensure continued quality education by implementing policies to recruit and retain talented individuals as teachers in our classrooms."

Terry Branstad
Governor of Iowa

What Have the States Done so Far?

Put simply, states have done a lot. The guiding theme has been raising standards at all stages of the teaching career, but especially at training and initial certification. We drew the composite state program that follows from an Education Commission of the States survey of the fifty states (Palaich).

The states' approach to teacher quality has yielded nearly a dozen major programs. The Governors on this task force view these programs not as the resolution of the problem of teacher quality, but as the foundation on which future efforts must build. The issue, after all, is not the ability to pass the reform program; it is the ability and effectiveness of the people we attract to teaching and keep there.

Financial Aid to Prospective Teachers. States offer loans for undergraduate teacher education and often forgive repayment in return for a specified number of years of teaching. Some are aimed at math and science shortages or urban teaching; others focus on minority candidates or candidates with very high academic ability. Connecticut's ELEET program is reserved for high school seniors with SAT scores above 1200.

Teacher Education. States have raised test scores for admission to teacher training, eliminated education majors and required a liberal arts background. They increased the time and quality of practice teaching under experienced teachers, and reduced the number of specific course requirements for certification.

Teacher Testing. Standardized tests of subject matter for new teachers are rapidly becoming the norm in the states. Mississippi has formally committed itself to raising the cutoff scores on those exams in 1986, 1988, and 1990. Also, two states have tested currently certified teachers for basic literacy.

Alternate Routes to Teaching. Alternate routes open teaching to those who have not taken collegiate teacher education courses. The New Jersey model requires that candidates have a bachelor's degree and a passing score on a standardized test of subject matter, and that they complete an internship in a local district. The internship involves close supervision and support from a team of administrators and teachers and requires completion of professional training before and during the program. The alternate route replaces emergency programs that admit candidates into areas of shortage, often with few or no requirements. It also creates competition with traditional training programs.

Increased Salaries. Higher starting salaries set floors under local salary guides. Some states also have raised salaries across the board. Arkansas increased salaries 10 percent for all teachers and raised the sales tax to pay for it. Other states have created career ladders to make salaries more attractive.

Career Structures. Examples of career structures include career ladders of three to five steps, with increasing levels of compensation, selection criteria, and work responsibility. Some states have tried to strengthen the performance of new teachers by assigning experienced teachers to work with them. Some career ladders, such as Tennessee's, are statewide, while others involve searches for alternatives in pilot districts. Arizona, for example, began a five-year experiment in sixteen school districts to design career ladders. Teachers are involved in the design, and improved student achievement is one design criterion.

Performance Evaluations. Some states have provided for annual evaluation of all teachers, while others evaluate only the provisional or new teachers at specified intervals. Some specify minimum evaluation criteria and procedures and provide for training of teacher evaluators. Virginia's Beginning Teacher Program provides for a two-year provisional certificate and classroom observation by three professionals to assess the candidates' competence on fourteen specific topics. Candidates who fall short on any of the fourteen receive assistance.

Teacher Development. Teacher development efforts include continuing education requirements, teacher academies, and summer institutes. Some require a minimum number of hours of continuing education for credential renewal. Also available are teacher centers and computer demonstration centers. Some states link training to career ladder requirements, and some provide additional state funds to support inservice training. Others require approved training plans; several even spell out the topics: decisionmaking, curriculum development, and community involvement. Maryland has Teacher Assistance Teams in seventeen counties to support teachers who coach their peers. The state provides summer training and three-year grants to the participating schools. The New Jersey Academy for the Advancement of Teaching and Management trains groups of teachers and principals from the same school in effective instruction methods, and then follows up the application of what they learned in their classrooms. The emphasis is on translating theory into practice.

Teacher Recognition. Teacher recognition programs include cash awards that sometimes involve teacher development of special projects. They also include individual teacher grants, sometimes of small amounts, but in other cases $15,000 or more. Some of these awards go to groups of teachers, others go to individuals. New Jersey awards $1,000 to one teacher chosen locally in each school in recognition of outstanding teaching. The teacher directs the expenditure of these funds for some educational purpose after participating in a meeting with the Governor.

What Are the Results?

It is too early to tell in a comprehensive way what the results of these efforts are. There have been successes, but when designing recruitment programs, we ought to give more attention to what motivates which people to teach—or to leave.

It's a complex problem, but our programs don't always reflect that complexity. America gets its teachers from several sources, and they are different enough to require distinct recruiting strategies. Moreover, states and regions within states will depend on these sources in different proportions. Strategies that work in one place may not work elsewhere.

Teachers come from undergraduate teacher training programs for the most part in many states, but undergraduates with other majors might be candidates for graduate or alternate route programs. And a forthcoming Rand study reveals that fewer than half come straight from undergraduate training to the classroom (Darling-Hammond and Haggstrom). Some teachers might be induced to move from other districts. Finally, there is the so-called "reserve pool" of those who once taught but left. We have no reliable estimates for any of these groups, except those in collegiate teacher training, and not all of those people actually enter teaching (Feistritzer).

It is not difficult to illustrate differences in groups of potential candidates, but it is harder to say how these differences affect recruiting. One study of alternate route candidates shows that they are quite unlike their traditional counterparts in test scores, grade point averages, undergraduate majors, and experience (Klagholz).

There are also important differences among reserve pool teachers. The former teacher most likely to be attracted back is female, was very satisfied with teaching, taught elementary school, and left less than two years ago. The one least likely to return is male, taught at the secondary level, was dissatisfied with teaching, and left four or five years ago (Metropolitan 1986). In general, however, the reserve pool is unlikely to be a sufficiently large source of new teachers. The attractions of their new careers simply outweigh those of teaching (Metropolitan 1986).

The motivating factors in teaching are well known. People are attracted to teaching because they want to stay with an academic subject they like and because they simply want to work with children (Lortie, Fuhrman). They become teachers because they want to do something important, to make a difference. Many, of course, have entered because it was easy to do—states that raise certification standards are changing that—or because there were no alternatives elsewhere—and massive social change ended that (Schlechty and Vance).

But again, there are differences among teachers. Secondary school teachers are likely to report that they went into the field because they expected the work to be "interesting or fulfilling." Elementary teachers, younger teachers, and those who majored in education are more likely to cite the preference for working with children (Fuhrman). People who teach are less motivated by salary issues up to a point, but see low salary and low social status as discouraging factors (Rosenholtz and Smylie). We really don't know how sensitive teacher candidates are to increase in starting salaries: how much of an increase is enough? (Hawley and Smylie).

When people decide to teach is as important as *why* when it comes to devising recruitment schemes. The person who decides late in college, or perhaps long after college, can face big obstacles in the form of state certification requirements that would send them back to formal training.

Why do teachers leave? Teachers who are more academically gifted than their colleagues are more likely to leave (Rosenholtz and Smylie). The most academically able leave at twice the rate of the least able (Darling-Hammond 1984). Teachers leave because the salaries and status are higher elsewhere, and because of general discontent with the work place (Metropolitan 1986). Teachers with less experience also are more likely to leave. In one state, a quarter of those who entered teaching in the last five years expect to leave (Fuhrman). In the nation, about 40 percent leave in the first two years. This pattern has been consistent over time (Darling-Hammond and Haggstrom).

The rewards that really matter come from the students themselves, and things that get in the way of those rewards create discontent (Fuhrman). Teachers want to be successful with their students, and they want appropriate recognition for that success. They want opportunities for professional growth, variety in their work, and affiliation with colleagues (Hawley, Smylie, and Evertson). These goals are important considerations when designing recruitment and retention strategies.

"The public must offer teachers a professional work environment. That means a better salary, but more to the point, it means more resources to do the job. It means giving teachers a real voice in educational decisions . . . more control over their time."

Thomas H. Kean
University of New Jersey

"Our goal must be to build the best system of education that the mind of man can devise, from first grade through graduate school, and make that system responsive to the needs of every boy and girl in America."

Mark White
Governor of Texas

State policy efforts are just beginning to tap the classroom teacher's perspective through a recent series of interviews, surveys, and discussions. This is an important development for at least two reasons. First, it recognizes the great benefits of teachers' commitment and energy to school improvement. But the second reason bears directly on recruitment and retention efforts. Teachers could be better recruiters than anyone: if they would communicate the value and excitement of teaching to students, recruitment would take care of itself. But too many advise even their own children to avoid the field. Better understanding of what teachers think about their work could lead to policy changes that not only could keep good people from leaving, but could make the work place itself part of the recruiting package.

Teachers say they support many reforms but feel left out of the discussion. They think they could improve their performances if they spent more time with colleagues, but few have the opportunity to do so. They have generally critical views of principals and other school authorities. They feel burdened by nonteaching tasks. They say they love to teach and are generally satisfied with their work, but they feel it isn't respected (Mills and Stout, Fuhrman, Koppich, Metropolitan).

Teachers know schools have changed dramatically in the last two decades because of the changing student body and the intense and distracting social pressures outside of school (ECS National Teacher Forum). Teachers face a tough set of issues: school leadership and the need to create distinct school missions, the decision-making structure of schools and the place of teachers in it, the noninstructional intrusions into professional time, and how and for what to hold schools accountable (ECS National Teacher Forum, Palaich).

How do the state recruiting strategies fit what we know of teacher motivation and opinion? There are two main sets of strategies available to states: those that involve changes in incentives or requirements aimed at the individual, and changes that affect the school as an organization (Palaich). There are many examples of the first type, but few of the second.

The salary improvements, and to a lesser extent, the teacher recognition programs, seem consistent with teachers' opinions. Other programs appear less related to motivation factors to enter and stay in teaching. For example, some teacher testing policies may aggravate the shortage. One study found that states concentrate on screening out the underqualified rather than developing people who might *become* qualified (Goertz, Coley, and Ekstrom). No one disputes the need to allow only the qualified to teach. But according to that study, the policies reduce the likelihood of recruiting minorities. The tests assess few skills that are related to classroom performance. Testing fixes responsibility with teacher education departments in higher education but provides no incentive to other academics who indirectly control teacher preparation. Finally, state teacher policies are put in place without regard for teacher supply and demand. As a result, more than one state has had to reduce teacher test score cutoffs when they didn't recruit enough teachers.

Student loans are another example of the first strategy. A review of state loan programs concluded that most forgiveness loans would have little effect. The people who are attracted would have taught anyway. Exceptions that do attract people who wouldn't have entered otherwise are loan programs that combine significant tuition awards with high academic standards (Spero).

The states approach teacher education from different perspectives. Do we want to eliminate teacher education in its current form by building strong alternative programs? Or deregulate it by removing course requirements? Or regulate it more vigorously by more precisely defining course and certification requirements? Or improve it from within by demanding more imaginative programs? Many, if not all, of these themes appear in the state discussions, and the nationwide trend is not clear.

The very high attraction rate for new teachers (40 percent over the first two years) suggests that states and districts *must* spend more time on retention. It makes no sense to focus on recruiting people if we don't have strategies to keep them. The training costs alone are disturbing with such attrition rates.

States have not tapped the potential of the second strategy, changing the environment of the school itself. Schools are bureaucracies, and many state reforms have made them more so (Darling-Hammond and Wise). Some reforms, by specifying local action in ever greater detail, dampen local commitment (Sykes, interview). Strategies that make the work environment of teaching more attractive are likely to be much more powerful inducements to the people we want in the classroom (Spero, Palaich, Carnegie Forum).

Many other criticisms can be leveled at career ladders, salary programs, alternate routes, and other state initiatives, but one important point must be made in defense of the state efforts. For the most part, the educators have held back and allowed the states' political leadership, with strong backing from the business community, to conceive and guide the reform (Boyer, interview). Although there are many exceptions, teacher unions at the state and local levels generally have not been known as partners in reform, nor have the teacher educators, and the same can be said of other professional groups. This is changing. One of the most important elements of the opportunity that we face now is the strong leadership that is appearing in parts of the educational community itself.

The Emerging National Agenda to Support Teaching

Several national policy studies in the last twelve months have greatly enhanced the opportunity to strengthen teaching. Together they have not only kept the issue alive, but they also have built a consensus on what ought to be done next. They include *A Nation Prepared*, from the Carnegie Forum; *Investing in Our Children*, by the Committee for Economic Development; *Who Will Teach Our Children*, from the California Commission on the Teaching Profession; *Tomorrow's Teachers*, from the Holmes Group; and *A Call for Change in Teacher Education*, by the American Association of Colleges for Teacher Education. The composite agenda that emerges from these reports is not the agenda of any particular state. The reports themselves disagree on some points. Nevertheless, the areas of agreement are broad. What follows is not a list of unrelated good ideas. The elements comprise a new view of what must be done now to attract and keep able teachers.

What Do We Do to Attract and Keep Able Teachers?

"Even though many important educational initiatives are already underway in the states, our work is by no means complete. We must continue to monitor these initial efforts to ensure that they achieve the desired results. In the tradition of our states as the laboratories of democracy, we must borrow and mix and learn from the successes and failures of others throughout the nation. In addition, we must continue to examine emerging issues facing our educational system and identify strategies and solutions to continue to provide our children with the best education possible."

Dick Thornburgh
Governor of Pennsylvania

Define the Body of Professional Knowledge and Practice that Teachers Must Have. This is the starting point for everything. Teacher certification and licensing, teacher education, evaluation and the whole effort to improve the attractiveness of teaching must stem from a clear statement of what teachers need to know and be able to do. Certification reform in some states and several teacher education studies developed important approximations of this statement of knowledge and practice (Boyer, Shulman and Sykes, and Holmes). Much more is needed. There is a large body of research that describes productive practice, but teachers also have a perspective, which differs from that of the theoreticians (Mills and Stout). Teachers' knowledge and experience is not systematically tapped (Shulman and Sykes).

Create a National Board to Define Teacher Standards. The board would define what teachers need to know and be able to do. It would create and administer a voluntary system to assess that professional capacity. Finally, it would award nationally recognized certificates to teachers who meet the standards (Carnegie, Committee for Economic Development, California Commission). States would, of course, issue teaching licenses. Teachers presently have no influence over standards of professional practice or assessment of that practice (Hawley, Smylie, and Evertson). This board would fill that void because a majority of its members would be teachers, elected by their peers.

Rebuild the System of Teacher Education. Teacher education must reflect upon, and contribute to, the emerging consensus on what teachers need to know and be able to do. Teacher educators have announced plans to "make the education of teachers intellectually more solid" (Holmes). These plans involve new reliance on graduate programs, "clinical" schools that would train teachers while educating young people, the elimination of undergraduate education majors, and a closer integration of schools and teacher training institutions. They endorse a liberal arts foundation for all teachers. They also would eliminate many course requirements and concentrate instead on assessment of the knowledge and performance of graduates prior to gaining a state license.

Redesign the Organization of Schools to Create More Productive Working and Learning Environments. Schools must focus on student performance. This requires sustained consideration of the conditions that promote teaching and learning in each school. It requires state and especially local monitoring systems that attend to what matters. It also requires more than one education leader. Teachers will have to be involved in decisions about discipline, school goals, their own continuing education, curriculum, and schoolwide problem solving. It also requires a new definition of the principal's job, to emphasize his or her responsibility to develop and use the leadership, professionalism, and participation of teachers (California Commission).

Schools need to build better relationships between union and management, and collaboration in matters outside the scope of collective bargaining. In collective bargaining, conflict is normal and rewarded. But it has costs. On both sides of the bargaining table, the "tough guys" rise to positions of influence. In some districts, work rules specify virtually all areas of contact between teachers and administrators, and collective bargaining continues year round. When conflict ridden relationships are the only ones that link teachers and administration, the improvements in the working and learning place that teachers, administrators, and the public can reasonably expect remain out of reach.

Redesign the Structure of the Teaching Career. The teaching career is flat. Advancement means moving out of the classroom. Alternative career structures should provide increasing levels of responsibility and compensation for teachers, with selection criteria based on certified professional competence. These changes would eliminate a major reason for leaving teaching and serve to make better use of teachers' talents. How to develop new career structures is still an open question. Experience reveals several guides: the criteria should be clear and the rewards should be of value to teachers. There should be no arbitrary quotas, training should be available, and teachers should be among the designers of that training (Hawley and Smylie, Carnegie Forum).

Recruit Able Teacher Candidates. States need a mix of strategies to recruit minorities, people seeking a second or third career, and those preparing for their first. All have to meet the same standards, but the obstacles, training needs, and inducements may differ, and an effective strategy must recognize that.

Improve Teacher Compensation, at Entry and Throughout the Career. Recruiting programs depend on reasonable starting and career salaries. Starting salaries for teaching are low compared to fields that require a similar level of preparation. They also are compressed: there is less than $10,000 difference between the bottom and the top salary levels in most states (Mandel). While average salaries have improved greatly in recent years, teacher salaries have not yet regained the levels of 1970 in real dollars (Kelly, Carnegie Forum).

Align Teacher Incentives with Schoolwide Student Performance. Teacher incentives today have little to do with increasing student performance. Salaries increase with seniority and the additional course work chosen without regard for classroom performance. Improving student performance has no effect on individual or group compensation. The most favored teachers get to work with the students who already are the most advanced. In state and federal compensatory education programs, the district allotment actually goes down if performance goes up.

Improve Teacher Mobility. There are and will continue to be shortages in one place and surpluses elsewhere. Teachers cannot easily transfer licenses from one state to another. Pension systems often do not permit full transfer of benefits. Local boards often do not give full credit for years of experience out of the district. All of these conditions tend to block market forces that might resolve shortages and surpluses. They also block the force of state recruiting incentives.

Establish a "Loose/Tight" Approach to State and Local Regulation of Schools. State and local authorities can deliberate with the educators and then be explicit about expected levels of academic performance. Then they should allow teachers, administrators, and parents to devise ways to meet these levels. Solutions are not obvious here. It is not a matter of defining the courses students must take, but a painstaking and continuing inquiry into what skills students should have, and to what degree.

Establish the Concept of Educational Bankruptcy. Part of the recruitment strategy is to give teachers and principals more responsibility, which able people need to perform at their best. The other side of that is accountability. In rare cases, local systems cannot or will not meet acceptable levels of program or student performance. States should establish a fair, measured process of review against standards, remedial planning, and additional assistance, but with a final recourse to direct state intervention in the school district. This must be a last resort, but an inevitable one in cases of intractable school failure. This procedure is not aimed at teachers but at the organizational conditions under which they work. It makes little sense to abandon able people to a bankrupt organization.

GOVERNORS' ACTION AGENDA

Without the support of Governors, there will be no progress on the emerging agenda. The agenda is far more difficult than what has been attempted so far. The opportunity is very great, but it will not be realized easily. Perhaps the greatest obstacle is the feeling that "we have already done that." States *should* feel pride in what they have achieved in this area over the last few years. But the quality of education is a major determinant of state and national economic competitiveness. That competition will deal roughly with those who are satisfied with yesterday's accomplishments.

Recommendations

Here are the actions that governors can take now to move that agenda and increase the likelihood of its success:

1. Convene a statewide panel to review the national teacher policy reports.

Among a questions that should be asked of each report are: Is this the right agenda for our state? If it isn't right, what facts show that it isn't? If it is right, what are the obstacles? What will it take to succeed? How will this agenda build upon the work that has already been done? Questions such as these should be posed to a panel that includes education, business, and political leaders of the state. The panel should consider the unusual array of state and national policy studies on teaching that have appeared this year. A year-long commission isn't needed. Finding the appropriate agenda and acting on it is.

2. Support the creation of a national board of professional teacher standards.

The Carnegie Forum on Education and the Economy will convene a planning group to establish the board. Use your state of the state and budget messages to show your support. Speak out on the board's task, and make it clear that the board's standards will have to be rigorous to gain your state's recognition. Direct appropriate state authorities to review policies in relation to the purposes of the board. Ask the teachers in your state to watch the progress of the national board and encourage them to seize this opportunity to strengthen the quality of their profession.

3. Develop state initiatives to encourage professional school environments.

This will be an especially difficult item. Many support the value of this approach, but there are few practical guides. Build the case with the public for changing the way schools work. You also might suggest what parents and other citizens could do to support a more productive school environment.

Make it clear to teacher organizations, administrators, and school boards that they must consider a new way of doing business. Governors alone are in a position to set the stage for a new compact between the public and the teachers. The public must offer teachers a professional work environment and all this includes. Teachers must offer a professional commitment to the highest levels of performance. This compact cannot be imposed by government or won at the bargaining table. It can be achieved only over time through discussion, experimentation, and considerable forebearance on all sides. We can fix this item on the public agenda and encourage those willing to work on it.

Direct your commissioner of education to convene superintendents, principals, teachers, boards, unions, and citizens and ask them to identify the opportunities and obstacles. Pledge to remove the obstacles that may exist in regulation. What would a more collaborative school environment look like? What would it take to get it? Propose incentives to test what is known about effective school organizations. A Governor can publicly recognize the schools and districts willing to do this. Say, in essence, "I am looking for a few visionary school principals and teachers, with the superintendents, boards and communities willing to back them up." Put some money behind that challenge. And let teachers and the wider community know about the opportunity.

Provide for the organizational design assistance to administrators and boards that want to redesign the cultures of their schools for greater performance. Support training programs for administrators and others.

Ask questions. What decisions are teachers involved in now? What other decisions should they be involved in? How would their students benefit if they were? What are the obstacles to such involvement? Make it clear that you are willing to relax bureaucratic controls but only for professional controls that guarantee better performance.

The question of how to align teacher incentives to student performance is much debated but not yet answered in a way policymakers can use. Keep asking the question and demand practical answers from the research community and the educators.

"The nation's future prosperity and ability to respond to the incredible changes that will affect every citizen's life is closely tied to the excellence of our educational system."

Bob Graham
Governor of Florida

4. Challenge the higher education community on teacher education.

Enlist the aid of higher education in resolving teacher recruitment and retention problems. Convene the higher education leadership in your state, including presidents, trustees, deans of education, and members of the state board of higher education. Ask these leaders what they should be doing but are not yet doing and what you can do to help.

Should we move toward graduate-level training of teachers? Several recent studies present a strong case for doing so. Others point to the high cost, the impracticality of doing so until teacher salaries justify it, and the time that it will take to overcome the historic antipathy of graduate schools for teacher education. A Governor can encourage competition among various teacher education approaches. If nationally accepted professional standards are in place and tested, the marketplace will decide which training program is superior. Press for an open debate on this subject.

The task is to build alliances with the teacher educators who are willing to assert leadership and set ambitious goals. Hold them publicly accountable, but do what you can to support promising ideas, financially and otherwise.

Again, asking the right questions matters. For example, does the state university endorse the principles asserted by the Holmes Group of education deans? It is for the university community to decide, but a Governor can encourage the faculty to debate this question.

5. Build the case for sustained real dollar increases in education spending.

Ask the commissioner of education for an accounting of recent education expenditures. How much of the increase goes to instruction and how much has gone for support activities? Are we buying what we really want? Are we saying one thing in our teacher recruitment program and something else in the budget? The budget message is a good time to discuss the implications of these figures. Build a case before the public for sustained growth in instructional support.

6. Define and put in place a comprehensive teacher recruitment strategy.

Ask for the numbers. What is the projected supply and demand for teachers? What are the assumptions behind those numbers? How do these estimates match state action? Or state reality? Every state has some kind of teacher recruitment program. It is time to assess them. Does anyone conduct entry and exit interviews for teachers? Who enters and who leaves teaching in the state, and why?

Insist that the proper authorities define for new teachers an appropriate mix of strategies that include information to prospective teachers, teacher education, alternate routes, loan programs, placement assistance, and attractive starting salaries.

Support another mix of strategies to recruit the teachers you already have and to keep them from leaving. These strategies might include professional growth opportunities, sabbaticals, teacher recognition programs, and efforts to design more professional work environments.

Governors should lead the state's teacher recruitment efforts personally through public endorsements of the importance and benefits of teaching in the state.

7. Announce the end of emergency teaching licenses.

Nothing will do more to underscore the seriousness of the standards than for a Governor to declare an end to emergency teacher licenses. Accept temporary shortages and the more aggressive recruiting measures that will be needed. Don't accept unqualified people.

8. Listen to teachers, principals, board members, and others.

Governors who want to strengthen the teaching profession have many allies that they never see. Create opportunities to listen to small groups of teachers, principals, board members, superintendents, and citizens. What do they think about the emerging teacher policy agenda? In part, these discussions are a search for new ideas. But they are just as important as a way to tap and focus energy and commitment. Talk to the wider public about what you hear from these groups. In so doing, you not only reinforce the agenda, but also demonstrate that it is important for the general public to discuss education and the quality of teaching in a supportive way. And it is most important to find ways to act on and follow through on some of the ideas that come from these meetings.

9. Recognize outstanding teaching.

It is impossible to do too much of this. Appoint teachers to boards and panels, and not just to those that have to do with education. Create annual award programs to recognize teachers selected locally. Establish small state grants for distribution to schools through those teachers. Let teachers see that the public believes that teachers have good ideas about education and can wisely apply such funds to education programs.

Create summer symposia for outstanding teachers. Encourage attendance at teacher academies. Hold an annual convocation on excellence in teaching and meet with these teachers to discuss educational matters.

10. Establish a state intervention procedure for cases of education bankruptcy.

Initiate legislation to provide for the education of children in districts that cannot or will not respond to repeated evidence of systemwide failure, and repeated efforts to help local authorities correct the situation. The program should include careful monitoring, due process, opportunity for local response, sufficient time, additional resources, firm and effective state intervention if needed, and careful disengagement when the problems are resolved. Such a process would guarantee the safety of the system under the relaxation of specific controls and regulations that we propose elsewhere in this report.

OVERCOMING OBSTACLES

"If we can agree with schools and school districts on the right goals and give them enough authority to do what they need to do, then they can take American schools and their students where America wants them to go."

Lamar Alexander
Governor of Tennessee

The conviction that "we have already done that" is a potential obstacle. The facts are that while some states have been enormously creative, no one has done it all. Governors need to convince people that the foundation that has been established in the past is to be built upon, not just celebrated.

The style of confrontation that is normal in collective bargaining is out of place in most other areas of teacher and board relations. When that style of interaction goes beyond the bargaining process, this agenda faces a major obstacle. Governors should point this out and press all parties to find other ways to deal with problems.

The absence of data on supply and demand for teachers is also an obstacle. The numbers can be frustrating when they are incomplete, based on faculty assumptions, or are not used to inform the policy process.

The absence of practical machinery to deal with teachers who respond to recruitment efforts is also an obstacle. When Governors call for teachers, and people want to respond, is there a telephone number to call to find out where current vacancies are?

Also, the misplaced confidence in piecemeal solutions is an obstacle. Whether states adopt this agenda or another one, the solution to teacher recruitment and retention must be comprehensive. The policy process resolves one problem at a time, of course, but it can be guided by an overall sense of direction. When this doesn't happen, a state can end up with strategies that are incomplete or at cross purposes.

Finally, the policy process itself can be an obstacle if it excludes teachers, local boards, and administrators. The agenda we present is really a set of actions Governors can take to create opportunity for others. Thousands of people in classrooms, school board rooms, and administrative offices have to make decisions and take risks for the opportunities to be realized. Governors have to dramatize the importance and benefits of their doing so.

HOW WILL WE KNOW WE ARE SUCCEEDING?

The agenda of each state will be unique, so a checklist of items that have been attended to will not necessarily demonstrate success. What counts is the kind of teachers the state is able to recruit and keep. Insist that state authorities set recruitment targets and report on the results. What are the average standardized test scores of new teachers? Who leaves?

Set targets for the percentage of real dollar increase in educational expenditure that goes to instruction as opposed to support areas.

Recruiting strategies have to be flexible, and someone has to watch the results and be ready to adjust to changing times. Teacher recruiting strategies are anything but flexible, because most of them are written into law or regulation. Governors will inspire flexibility if they emphasize that it isn't the program they are interested in, but the people—the people who teach children.

"We're not talking about incremental improvements in teachers, in teaching, or in schools. We're really talking about radical improvements in schools to make it possible both to attract first rate teachers who aren't in the profession, and to keep the first rate teachers we do have."

Marc Tucker
Carnegie Forum on Education and the Economy
A Task Force Report on Teaching

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December 12, 1985

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"Strong leaders create strong schools. Research and common sense suggest that administrators can do a great deal to advance school reform. I believe that they must and will lead the second wave of reform."

Bill Clinton
Governor of Arkansas

CHAIRMAN

Bill Clinton
Governor of Arkansas

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William J. Janklow
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DEFINING THE ISSUES

Three years ago, when *A Nation at Risk* and other national reports were released criticizing the quality of American education, states responded quickly. Commissions reviewed education and made recommendations for state action. Led by Governors, state boards, and legislatures, most states responded by mandating higher standards. For example, most states raised high school graduation requirements. Some required testing teachers for certification, others made student promotion dependent on acceptable test scores. In this first wave of education reform, the emphasis has been on establishing standards and expectations for schools. It is now time for the second wave of reform, in which we turn our attention to the processes of schooling and to the conditions that need to be met for changes to be fully implemented in schools and in the lives of students.

School leadership will be the key ingredient of this second wave of reform. So will restructuring schools to meet the new demands of teaching a more diverse student population. We are just now beginning to understand what some of these new demands will be.

First, students will be different. In 1991, 25 percent of our students will be from minority groups and half of them will—at some time during their schooling—come from single-parent families. One of four students will live in poverty. Students will come from more diverse backgrounds, with less support from home.

The demographics of the teaching force will be different. If current trends continue, fewer minorities will enter teaching, and future teachers will continue to come from the bottom half of their college class. During the next ten years, almost 70 percent of the current teaching force is expected to retire—at the very time the demand for teachers will increase by 100,000.

Finally, the U.S. economy is beginning to change dramatically. Advancing technology and shifts in international trade are changing the structure of international competition. Since off-shore labor is so much less expensive than U.S. labor, most manufacturing and low-skilled work is now sent overseas. In the past, mass production with well-designed machinery made it possible to produce the volume to support our high wage economy. Now, to retain our standard of living, we must move to an economy of highly skilled workers using the latest technologies. This will require a new educational system—one that can meet the needs of all children.

The need for a new vision of schooling has not been overlooked by those studying the teaching profession. In the past year, the authors of a number of reports on teaching have reached substantial agreement about some sweeping changes that need to take place in schools and in colleges of education. These recent reports suggest that teaching conditions will not change until schools are restructured and decisionmaking is shared. Teachers and principals will work together to develop effective schools.

Redesigning schools to meet the new demands requires an integrated approach. Attention will need to be focused on better teacher training, improved working conditions, the professionalization of teaching, the recruitment and training of school leaders, and the development of effective schools.

The good news is that we know substantially more now than we did several years ago about what constitutes an effective school, what makes an effective teacher, and how school climate and leadership can promote teaching and learning. In this new wave of reform, we need to find ways to help teachers, principals, administrators, school board members, and state leaders to use this knowledge effectively.

What Are Effective Schools?

It is only in the past decade that researchers have assembled information on the conditions and practices within schools that promote excellence in education. If there is one axiom from their studies, it is this: effective schools have effective leaders.

Effective schools are usually characterized by:

- strong leadership from a principal or a group of teachers who have the authority to initiate and maintain school improvement;
- staff development opportunities that link concerns of the staff to the school's specific instructional and organizational needs;
- supervision and evaluation of instruction, usually by the principal;
- schoolwide recognition of the importance of academic achievement;
- maximized learning time free from disruptions; and
- involvement and support of parents, especially in the areas of homework, discipline, and high expectations.

In schools that display these characteristics, relationships among teachers and between teachers and principals tend to be collegial, interactive, and supportive. Collaborative planning promotes a sense of unity among staff; with a sense of unity and shared goals, order and discipline is more easily maintained. In this climate, learning thrives.

What Do We Know About Effective Leadership?

We are learning about what makes an effective leader. Over the past few years, the research has been underway and a University of Texas study is illustrative of that research (De Bevoise; Hall, Rutherford, Hord, and Huling). This project, based on a five-year study of the leadership skills of elementary and secondary principals, found that effective principals:

- had clear, informed visions of what they wanted their schools to become;
- translated these visions into goals for their schools and expectations for their teachers;
- established school climates that supported progress toward these goals and expectations;
- continuously monitored progress, including effective teaching; and
- intervened, in a supportive manner, when necessary.

This study also found that the styles and strategies of effective principals varied, even though all were committed to developing a supportive school environment.

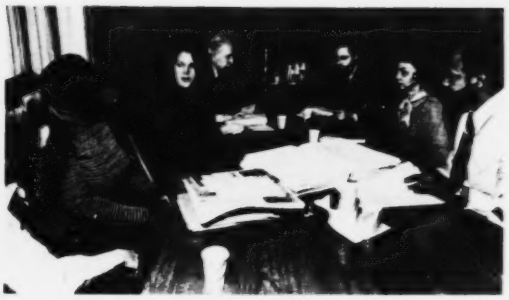
Task force testimony from principals indicated that many feel that a lack of agreement about the primary role of the school results in confusion about the principal's role. They agreed that districts often fail to set priorities for principals. They said a principal's most important responsibilities are rarely made clear. Are the primary responsibilities to manage the school's business affairs, serve as instructional leader, attend meetings with other administrators, communicate with parents, deal with discipline problems, or all of the above? Research shows that a typical day for a principal usually includes more than 150 short interactions, most of them addressing specific, concrete, and pressing problems. Principals spend most of their time managing ("doing things right") rather than leading ("doing the right things").

The lack of clear expectations was not the only concern most administrators expressed. They all agreed that they did not have enough discretion to make decisions about how the school operates. Administrators asked for opportunities at the school level to establish budget priorities, determine staffing patterns, and select curriculum and educational materials. Principals stressed their willingness to be held accountable if given greater authority. This included the possibility of being removed from their position if the students are not reaching agreed upon goals.

What about training of administrators? Research indicates that "most university departments of educational administration use a training structure that is largely irrelevant to the work structure a principal will face on the job" (Manasse). Cohen reports that there "is a considerable gap between current knowledge about effective principals and the practices for training, selecting, managing, and supporting principals." Lynn Cornett of the Southern Regional Education Board concluded that entrance standards for preservice training programs are "generally minimal" and consist of a master's level program. Often the programs are characterized by a series of courses, taken on a part-time basis by teachers desiring additional hours for re-certification. Programs generally include courses in management, instruction, school finance, and law. Programs are heavily knowledge-based. Practical experience is usually limited to a practicum or internship which is usually set up by the student with little coordination between campus faculty and school personnel (Cornett).

Principals with whom we talked agreed with researchers' concerns about the quality of preservice training. And the American Association of School Administrators concluded that if the preparation of school administrators is not improved, it will "soon translate into burdens to be endured by generations of adults" (AASA).

The inservice opportunities for practicing school administrators often are not much better than preservice training. Cornett's research showed that school districts historically have not devoted a great deal of resources to developing the human resources in their district. Schools typically spend about one-tenth what private industry devotes to development of personnel.



There are other problems with inservice education. Currently inservice training tends to focus on specific instructional areas, curricular or technological innovations, and implementation of new legislation. It often consists of infrequent, one-shot meetings on a variety of topics. Principals seldom have an opportunity to help design the training experience or learn from each other. Yet principals often have a lot to offer each other. They need opportunities to hear how peers have responded and reacted to similar challenges. They need opportunities to consider how theories of leadership apply to the problems they face. Yet inservice programs tend to emphasize practical problems, without offering the chance to relate theory to practice.

A recent National Education Association (NEA) survey of teachers, which compared the characteristics of effective management with everyday practices in schools, showed that school managers frequently don't exhibit the leadership that is suggested by the effective schools research.

The literature tells us that effective school administrators are managers who possess knowledge about the substance and process of instruction—and share this knowledge with teachers. But, according to the NEA survey, fewer than one in six teachers (16 percent) view principals as effective sources of assistance with the knowledge and skills they need to do a better job of teaching.

The literature also tells us that effective administrators give teachers advice, feedback, and assistance on a daily basis. But three of five teachers surveyed (60 percent) indicate that they don't receive enough advice, feedback, or assistance from administrators.

Effective administrators share goal setting with staff. But the NEA found that teachers and administrators discuss student behavior most and instruction least. Shared decisionmaking seldom is practiced in elementary education.

WHERE DO WE WANT TO BE IN 1991?

A New Structure for Schools

Effective leadership is not the sole responsibility of the principal. Leadership should result from organizing a school's staff and material resources in an open, interdependent working environment that values teachers as participants in decisions. What is needed is a new way to organize schools for systematic improvement.

The need for a new school structure was well described by Michael Cohen of the National Association of State Boards of Education in the first task force hearing.

> Recent legislation and other state initiatives have largely focused on assuring that minimum standards of performance are attained by school districts. Without diminishing the importance of these efforts, it is clear that their overall potential is limited due to the constraints imposed by the traditional form and structure of schools. For example, even in the best of current practice, staffing arrangements and the use of time in schools combine to leave relatively little time for techers to prepare for instruction or to review student work.

There is even less time or opportunity for the development of collegial working relations among school faculty, which the effective schools research suggests is critical to sustained school improvement. Further, the same research suggests that schools need to develop the capacity to identify programmatic needs based on student performance and implement new programs and practices in response to those needs. However, schools are not organized in ways which adequately build responsibility for these efforts into clearly defined roles for staff members. Rather, they tend to get addressed on an ad-hoc basis, if at all, and are rarely sustained over a period of years.

Similarly, typical instructional arrangements leave a lot to be desired, even in the best of schools. John Goodlad's research highlights the repetitiveness of the instructional approach in secondary schools as well as the relatively low cognitive demands of classrooms. Other research highlights the undemanding nature of the curricula and the extent to which it fails to adequately stimulate and challenge students.

These problems and others arise directly out of the structure of the schools. They are a function of the use of time in schools, the organization of staff roles, the structure of the curriculum, and the distribution of authority within schools and among levels of educational governance. Because these problems are rooted in the structure and organization of schools, their resolution lies ultimately in reorganizing school structure.

"School leaders from throughout the nation told us again and again that we must move toward more school-based management, clearly defined goals for our schools, and greater accountability."

Bill Clinton
Governor of Arkansas

Several recent national reports on the teaching profession have reached similar conclusions. The following recommendations illustrate the extent of national interest and the range of innovative ideas that will be needed to make the sweeping changes the reports suggest.

Investing in Our Children, a report of the Committee on Economic Development, recommends that "greater trust be placed on the individual schools. Teachers and administrators should have increased decision-making power." The committee recommends that states exempt their best-performing school districts from prescriptive statutes, rules, and regulations so those districts can be free to design programs and structures through which they can best accomplish their educational objectives.

The Carnegie Forum on Education and the Economy's Task Force on the Teaching Profession, in *A Nation Prepared: Teachers for the 21st Century*, advocated radically changing the way schools are organized to provide instruction. From a business and free-market perspective, they advocate structuring the teaching profession like a professional partnership in which a variety of people with varying degrees of skill deliver instructional services for varying financial rewards. "Managing teachers" would be chosen from among the most highly qualified teachers to share with the principal the responsibility of managing the school.

In *What Next? More Leverage for Teachers*, the Education Commission of the States has synthesized interviews with several of the nation's most thoughtful educators. The result is a perspective on the effects of the first wave of reform and a series of ideas on next steps for state leaders. Major concerns are that piecemeal policy, centralizing what should be decentralized, and over-regulation won't work. What is needed, the educators argue, is an education policy based on a positive image of excellence. More time should be spent on initiatives than on regulation, and states should allow districts to experiment with novel approaches. "In the end, human institutions are renewed by concentrating on what's going right, on what succeeds. And so it is with schools," says Ernest Boyer in *What Next*.

In *Who Will Teach Our Children?*, the California Commission on the Teaching Profession recommends that the state superintendent, Governor, legislature, and school districts "restructure the management of California schools." "Old-fashioned bureaucracy is poorly suited for the management of trained professionals," the commission suggests. Testimony before the commission, the large body of research on effective schools, and the emerging wisdom from business management all indicate that teachers should participate in the management of schools. Districts should help principals develop a corps of teacher/administrators, the commission recommends. Districts also should encourage hiring at the school level and provide local administrators and faculties with greater discretion over school expenditures.

A Vision of Restructured Schools

What will restructured schools look like?

Organizing for improvement will require extensive leadership, some of which must come from teachers. Decisions must be made closer to the classroom. In some schools, as a matter of choice, management will be shared by a corps of principals and teacher leaders. Principals will be selected on the basis of their skills and rewarded on the basis of their performance. Schools will have greater control over hiring, more discretion over school expenditures, and greater responsibility for making decisions.

In addition, shared aims, common priorities, favorable expectations of students, and consistent approaches to discipline will result in a collegial and productive school climate. Qualities that are seen as hallmarks of productivity in business, such as mutual help, exchange of ideas, and cooperative work to develop better practices, need to be fostered in schools.

In a restructured school, different teachers will play different roles, for example, some will act as mentors or teacher-leaders. Career ladders will increase variety and responsibility in teaching and improve the skills of the teachers. Professional development will emphasize greater cooperation among teachers. Inservice education will emphasize observation and coaching in classrooms, rather than one-shot workshops outside schools.

Schools, communities, and parents will have a strong voice in what is taught and done in the schools. And, ultimately, schools will become more accountable for meeting their goals.

Some schools have already achieved this new structure. These schools have the characteristics of effective schools and also have leaders who know how to facilitate student learning.

Restructuring schools will require leadership at all levels. To build a new vision of how schools will be organized and managed, dialogues will need to take place among Governors, legislators, state and local board members, state and local superintendents, principals, teachers, parents, community members, and business leaders. Governors can play a key role in beginning these dialogues and providing incentives for experimentation in schools.

GOVERNORS' ACTION AGENDA

Given what we know about school leadership, effective schools, and new structures for schools, what state policies and state/local practices can strengthen school leadership and management?

The challenge now is to develop state policies that will positively influence school-site change.

Many of the recommendations listed below deal with the way schools are currently organized, where the principal is the primary school leader. Addressing issues related to the preparation, selection, certification, training, and rewarding of principals should help schools get the high quality leadership they need to create school improvement strategies, become effective schools, and develop the capacity to meet their goals. These should be considered short-term solutions.

Other recommendations will address the incentives and assistance that states can provide districts that are ready to change school structures. Allowing schools to experiment with new ideas and structures should provide longer term solutions.

1. Begin a dialogue to determine the state's broad goals for education and identify ways for schools to achieve these goals.

Strategies to recruit, train, and retain teachers and principals must be integrated with the development of new delivery systems and incentives to improve schools. Options are best developed through extensive dialogue among the Governor, legislators, state and local board members, state and local superintendents, college of education faculty, principals, teachers, parents, and community groups. Dialogues and strong leadership will be needed to move the second wave of reform to the schools.

2. Revise state selection and certification requirements to reflect the skills and knowledge needed by effective principals.

Because the ability of principals cannot be evaluated by coursework alone, certification should be based on results, not on educational requirements. Too often, a candidate's ability to provide instructional leadership does not have to be demonstrated and is not even considered.

"When Japanese plants come to our states, we have to set up Saturday schools because the Japanese want their children to learn more math than we teach during the week."

Lamar Alexander
Governor of Tennessee

A number of states and professional associations have identified generic behavior and skills of high-performing principals. For example, the Assessment Center Project of the National Association of Secondary School Principals assesses skills related to problem solving, judgment, organizational ability, leadership, sensitivity, stress tolerance, and oral and written communication. The National Association of Elementary School Principals has developed standards for quality elementary schools, which include guidelines for training and development. The American Association of School Administrators has developed a similar list of competencies school leaders should possess.

Governors can consider a variety of options, including to:

- encourage districts to identify teachers with leadership potential and encourage them to enter administration programs;
- develop principal assessment centers to help identify people with leadership skills;
- raise the requirements for entering educational administration programs;
- encourage districts to hire as principals only those who can demonstrate the necessary leadership and management skills;
- certify beginning principals only provisionally until they successfully demonstrate the necessary on-the-job skills;
- make clinical experience in school leadership and management a key element of programs to train or certify administrators;
- develop alternative certification mechanisms so that candidates who have distinguished themselves as leaders in the public and private sector can become eligible to manage schools or school districts;
- encourage districts to provide opportunities for principals to teach periodically.

3. Match the content of state-approved educational administration programs to the training needed by effective school principals.

Many educational administration programs now offer courses in school finance, legal issues, and personnel management. As schools reorganize, principals will need to know and do much more.

Among the options that can be considered are to review the content of educational administration programs to ensure appropriate training of school leaders; to focus resources and energies on a limited number of excellent administrator preparation programs; to require faculty in administrator education programs to work as school administrators periodically so they understand the changing nature of the job; and to encourage universities and schools to collaborate to improve administrator training.

4. Develop a system to evaluate principals effectively and accurately.

Evaluation of administrators should be based on the criteria for selecting and training administrators. It should be used in a number of ways, including decisions to grant full certification, continuing employment, individual staff development, and, if present, promotion up a career ladder.

Among the options that can be considered are to provide statewide centers to evaluate administrators, or provide guidelines and technical assistance so districts can develop their own evaluation systems. Other options are to coordinate evaluation results with training opportunities for administrators, and to link evaluation results with professional advancement.

5. Provide inservice training to school administrators through, for example, state-sponsored training centers or higher education institutions.

The education of administrators must continue if they are to improve their skills and keep up to date on new educational practices, especially those related to school improvement. Restructuring schools will require principals and administrators to have current knowledge about how change can take place in a school.

This can be achieved by developing regional academies that provide inservice training to school administrators; by promoting partnerships between schools and higher education institutions to provide ongoing assistance to schools and training for school administrators; and encouraging districts to promote partnerships between schools and business so that administrators can take business-sponsored courses in management.

6. Provide incentives and technical assistance to districts to promote school site management and improvement.

Providing discretionary resources to schools gives them a major incentive to improve. Where this has been tried, it has unleashed creative energies and helped schools develop a diversity of approaches and strategies to meet particular goals.

Among the ways this can be accomplished are to identify and remove legal and organizational barriers to school site management; to provide technical assistance to encourage local experimentation; to promote school-based budgeting and school-based hiring of teachers; and to provide resources that schools can use at their own discretion.

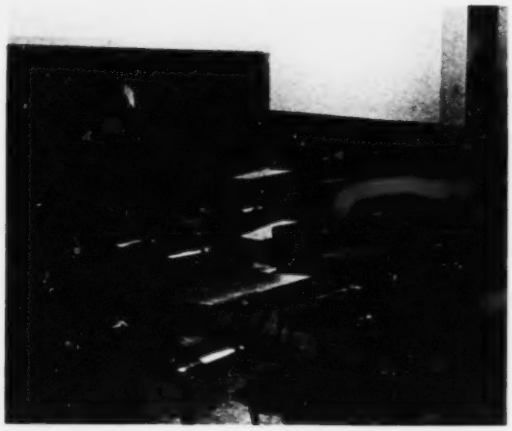
7. Collect statewide information on the process and the outcomes of schooling.

Nearly every state measures student achievement, usually through a state assessment or minimum competency test. More recently, some states have developed "quality indicators" that measure some of the "inputs" and "outputs" of education. Other states have established legislative oversight committees that attempt to monitor large state reform packages. Also needed are some measures of the processes of schooling.

To accomplish this, states can collect information on the outcomes of education, and support the development of indicators that assess the process of schooling, including the extent to which principals create appropriate staff development opportunities, promote collegiality, share decisionmaking, and improve the school climate. The state can also provide incentives for schools to develop their own indicators to measure progress toward their own goals.

8. Reward principals and schools for performance and effectiveness.

Motivation to improve schools will be greater if there are rewards for success. Principals should be held accountable for school performance, especially if they are given the flexibility and resources to meet the goals set for the school.



This can be done in a number of ways. Career ladders for administrators can offer a powerful motivation. States can also reward schools that are making progress toward their goals based on baseline data or predicted success, and publicly acknowledge outstanding school leaders.

It is also important that technical assistance be provided to low-performing schools. Ultimately, it may be necessary to replace principals in schools with consistently poor performance.

9. Highlight success by documenting and disseminating effective strategies and models.

Encouraging schools and districts to experiment with new ideas should produce a wealth of successful strategies, models, and programs. States should seek out the success stories and provide information on them to other districts.

States should keep in touch with what other states are doing through networks and clearinghouses, such as those provided by the Education Commission of the States. States can learn from each other.

State networks or clearinghouses can be developed, and the state can promote programs that encourage faculty from different schools to exchange ideas.

10. Be patient and remain committed.

One of the major tenets of the effective schools research is that school improvement takes time. Schools must first perceive a need to change, and then get ready to implement new ideas. It can take several years for innovations to become routine, established procedures.

Consider the following options:

- Give credibility to the first wave of reform. Important changes have already happened and they need to be highlighted.
- Explain to constituent groups, media, and the public at large why meaningful change takes time and what time frames are realistic.
- Set short-term or intermediate goals so that schools and the public can see positive changes taking place.

HOW WILL WE KNOW WE ARE SUCCEEDING?

Strengthening school leadership and management will take time. However, if Governors act on the recommendations suggested here, many visible improvements will result quickly. For example, a state may develop new certification criteria, training programs, leadership assessment centers, evaluation procedures or career ladders for principals, new state technical assistance programs, more in-depth data collection activities, and incentives that reward or recognize outstanding schools or districts. These are the policy tools that provide targeted incentives, opportunities, and resources to strengthen school leadership.

Over time, if many of these recommendations are implemented, many indicators of educational quality should improve. Student achievement scores should rise, dropout rates should decrease, measures of school climate should increase, and teachers should be more satisfied with their working conditions. Principals will be better trained, spend more time on school leadership, and will work more closely with teachers.

Because the role of the principal is so important in building effective schools, improving the quality and training of school leaders may have the greatest impact in moving schools through the second wave of reform.

"Better schools mean better jobs. . .to meet stiff job competition from workers from the rest of the world, we must educate our children and ourselves as we never have before."

Lamar Alexander
Governor of Tennessee

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"America is a land of choices. In virtually every area of our economic and private lives we have a smorgasbord of choice. It is thus ironic that in this land of choice there is so little choice in the public school system."

Richard D. Lamm
Governor of Colorado

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DEFINING THE ISSUES

Despite national attempts to reform education, Governors are worried that the nation is creating solutions to the wrong problems. We are afraid that states are working for more of the same without taking a good hard look at the system itself. On the surface we seem to have responded with energy, enthusiasm, and money to a crisis in education. But we hope that in ten years the country doesn't look back and recognize that we kicked up a lot of dust and then settled for "business as usual."

Dr. Mario Fantini, dean of the school of education at the University of Massachusetts, has said, "Public education cannot, as presently structured, deal effectively with both diversity and the demand for compulsory education. It is attempting to force each member of our diverse student population to adjust to the one process offered or be branded a failure. The structure of the public schools dictates that the energies of all professionals working inside be aimed at making one rather monolithic education process work for everybody. All efforts, whether by teachers, principals, counselors, or supervisors, are now aimed at trying to improve the one uniform system."

Today, the public school system controls both the production and consumption of education. The system tells the students what they will learn, at what speed and what quality. Students and their parents have little to say about it. A more responsive system would incorporate what students and their parents say they need with the education services necessary to meet those needs.

We propose an idea in the great American tradition: that you can increase excellence by increasing choice.

Massive numbers of children are disengaged from their everyday school life. Perhaps we should observe that when parents realize they can't automatically shift responsibility for the education of their children to the local public schools, then the entire system will improve. Still, too often, parents of students in the public school system recognize that they have no choice, and they reason that they have no responsibility. They assume that a societal institution called public school in their neighborhood has a monopoly on the education of their children. Our model of compulsory, packaged education, as it now exists, is an enemy of parental involvement and responsibility simply because it allows no choice.

Instructor, one of the most widely read national magazines for elementary school educators, recently asked its subscribers to name the one thing they would like to tell national policymakers about raising student achievement. The most popular answer was "more parental involvement." This answer was selected by the 8,500 teachers more often than any other; more than smaller class size, more than increased control and power for teachers, more than promoting student responsibility, more than decreasing time students spend watching television.

"When it comes to learning the school is an extension of the family. A child's parents provide the motivation, values, and positive environment that increases academic performance. A child's chances of getting the most from education is greatly determined by the support and encouragement they get at home."

Michael N. Castle
Governor of Delaware

But "parent involvement" can mean many things, from helping a child with homework, to demanding that an ineffective teacher be fired, to selecting among different programs. There are a variety of ways parents can become involved with their children's schools. David Williams, director of the Southwest Regional Laboratory's parent involvement in education project, listed four major methods: public relations; school support/learning; home support/learning; and shared governance. Public relations includes talking with school boards or other groups on behalf of the schools; school support includes going to the school to help teachers work with children, along with raising funds for the school; home support includes helping students complete school assignments and helping resolve discipline problems; and shared governance includes working with educators to establish school procedures.

Williams found significant differences in attitudes about these forms of parent involvement when he surveyed more than 3,000 parents and 4,000 teachers and principals in Arkansas, Louisiana, Mississippi, New Mexico, Oklahoma, and Texas. Williams found that 76 percent of the parents interviewed would like to be more involved in their children's schools. Each of the four kinds of involvement was popular with parents. Educators, on the other hand, supported the idea of parents supporting teachers in the school and at home, but they were uncomfortable with parents serving as members of decisionmaking or advisory groups, and preferred that parents not serve as advocates for the school. Parents and teachers alike told Williams that they wanted to learn more about how to work together.

Where Are We Now?

One way to alter the relationship between parents and educators is to permit families to select from among various public schools. After studying public school choice plans for more than a decade, one authority concluded:

> To extend choice is to open new options—to broaden freedom and possibility . . . Choice means instant empowerment for those who receive it, and it significantly alters the relation of chooser and chosen. The sheer existence of more than one game in town immediately transforms the relationship of every student and family to the school of enrollment . . . Families become agents or origins instead of mere pawns in all that is to follow (Raywid).

Parents and educators testifying at task force hearings confirmed this analysis. Families have greater commitment to education programs that they select; educators find it easier to work closely with families who have made a conscious selection. A poll in one state asked parents, "If parents had the opportunity to select among various public schools, how much more responsive, if at all, would school boards and educators be to parental concerns?" Fifty-four percent of the respondents felt school boards and educators would be more responsive, 14 percent said they would be less responsive, 21 percent said they would be about as responsive, and the rest were undecided (Mid Continent Research).

Numerous investigators note that key variables in effective schools include a "clear and shared school ideology" (Lightfoot), "coherent philosophy and clear school mission" (Lipsitz), and "faculty agreement on instructional methods" (California Assembly). In other words, philosophy, mission, and instructional methods must be agreed upon.

But educators and families often disagree about what is appropriate. Part of the challenge educators face is that Americans have high, and sometimes contradictory, expectations of their schools. While most parents want schools to teach basic and applied mathematics, reading, and communication skills, other priorities may vary. For some, an extended day program is of great interest. Others would prefer a program offering extensive exposure to art and music. As former Massachusetts Education Commissioner John Lawson explained, "Parents have different concerns and objectives for their children, and teachers and principals vary in their own styles and priorities" (Lawson).

One solution, urged Allan Odden, is to permit choice among public schools. As Odden notes, "effective schools have distinctive cultures; students and teachers who do not fit the culture are uncomfortable with it. Giving parents and students more choices regarding public schools to attend could not only strengthen the culture of each school, but also improve public satisfaction" (Odden).

Experience with public alternative schools shows that many have the distinct shared philosophy, mission, and faculty agreement called for in literature on effective schools. Indeed, many outstanding schools share certain characteristics of effective corporations. One of the similarities is a clear, distinct, focused mission. When schools are permitted to develop some specialization, their effectiveness increases. Milwaukee researchers examined attitudes of public school faculty who had been allowed, indeed encouraged, to create schools that combined basic skills instruction with some kind of special focus, such as world languages, performing arts, science, or math. Parent satisfaction and educator morale were much higher in these "specialty schools" than in schools that offered more "generic" education" (Archibald and Witte). The superintendent of New York's Spanish Harlem District 4 found an improvement in morale and achievement when neighborhood public junior schools were eliminated, and families chose from among different public school programs that educators had created (Medina).

Similar results have been noted in other districts that permitted families to select from among various schools. In many of these schools, young people learned more, developed better attitudes toward learning, teachers, and schools, and behaved better than they had in former schools. Equally important, parents reported increased satisfaction with educational systems when they are permitted to select from among public schools (Raywid).

The achievement gains in alternative schools are particularly striking for students who have not succeeded in other schools and for bright underachievers. Some young people need a smaller, more personal, more tightly structured educational setting. Establishing such programs has been suggested as a key method to reduce the dropout rate of "at risk" students. As Marshall Smith, director of the Wisconsin Center for Educational Research, notes, "We know one thing about dropouts: they dislike the school environment. Society spends up to ten times as much on advantaged kids as it does for disadvantaged. Why not partly equalize this and give the dropouts an opportunity to be educated in an alternative setting" (Education Commission of the States).

"*A good school is a vote of confidence in the future. It is the most convincing expression of our liberty, and its best defender.*"

Thomas H. Kean
Governor of New Jersey

In testimony presented to this task force, Albert Shanker, president of the American Federation of Teachers, noted that "attendance is much higher and dropout rates are much lower in those public schools—vocational and option academic high schools—that students themselves have chosen to go to" (Shanker).

Policymakers must direct attention specifically to disadvantaged students if they hope to make progress.

> While such general reforms as improving teacher selection, raising teachers' salaries, and increasing performance standards for students may be generally meritorious, they have little direct impact on the educational fortunes of the disadvantaged unless other changes are also made (Levin).

While at-risk students merit special attention, many educators believe all students need the opportunity to select from among various programs. Superintendents contacted around the country expressed support for permitting parents of all kinds of students to select from among various public schools (Clinchy).

One state that moved to expand choice for all students is Minnesota, which has the nation's highest graduation rate. But a recent Minnesota poll asked high school students what they thought of their schools, and 60 percent answered "lack of challenge" (Hedin).

To respond to such concerns, Minnesota adopted legislation permitting public school students to enroll in the state's higher education institutions, colleges, universities, and public vocational-technical institutes. In the first semester of experience with this program, participating high school students had higher grade point averages than the average freshman. Moreover, 77 percent of the 1,700 students participating reported that the higher education courses were more challenging than high school courses.

Some years ago the Ford Foundation supported a similar experiment that permitted eleventh and twelfth graders to attend college. Fourteen hundred students from all over the country participated between 1951 and 1955. The students and their families decided whether they would participate (high schools could recommend participation, but could not veto participation). After four years, these students were compared with their college class and with students who had similar economic, racial, and family backgrounds, and academic skills. The 1,400 students, who attended colleges like Wisconsin, Yale, University of Chicago, and Fisk, did better than either of the groups with whom they were compared. Given the choice, more than 80 percent of the students who entered college early said they would do it again (Fund for the Advancement of Education).

It is not surprising that not all students will reach their potential if only one kind of program is available. Researchers such as Ken and Rita Dunn have identified different learning styles. Some students learn much more when they are under strict supervision. Other students do better in a more flexible environment. Some students do well in large, relatively anonymous schools with extensive course offerings. Other students achieve more in a smaller school where most of the students and faculty know each other well. The Dunns found that that achievement, attitude, and behavior improved when students enrolled in settings which fit their learning styles.

Providing choice among public schools can help solve another problem: faculty dissatisfaction with their lack of decisionmaking in schools. Seventy-five to 95 percent of public school teachers reported in a 1985 survey that they are left out of major forms of decisionmaking involving school policies, assignment of students, and other issues (NEA).

Yet investigators found that another positive characteristic of magnet and other public alternative schools was a feeling among the faculty that they were involved in making the decisions about the philosophy and instructional methods of the school. These schools were permitted, even expected, to have certain distinctive features. Enabling faculty to create such programs produced much higher professional morale (Glenn, Raywid).

Policymakers working to make education more of a profession should consider Albert Shanker's words: "A professional must be seen to be acting in the interests of the client. But most clients choose the professionals they see—a doctor, a lawyer, an accountant. Children are the only clients who are perceived as the captives of the professionals who deal with them, captives of a given school and teacher." Shanker continued: "I believe that we in the teacher union movement ought to support the greatest possible choice among public schools by parents, students, and teachers."

It is clear that many families would like to have more choice among schools. A Gallup poll found more support than opposition to a program providing choice among public and private schools. Support was highest among low-income families and black parents. In many American cities and in some states, a higher percentage of public school teachers send their children to private schools than the overall population. In Michigan, 20 percent of public school teachers send their children to private schools, compared to 10 percent of the overall population. In Chicago, 46 percent of public school teachers who live in the city send their children to private and parochial schools, compared to a citywide average of 23 percent.

City	*Percentage of Public School Teachers Who Send Children to Private Schools*	*Overall Percentage Students in Private Schools*
Albuquerque	30 percent	14 percent
Denver-Boulder	22 percent	13 percent
Atlanta	25 percent	14 percent
Memphis	36 percent	21 percent
Nashville	30 percent	16 percent
Austin	25 percent	13 percent
Los Angeles-Long Beach	29 percent	17 percent
San Francisco	28 percent	19 percent
Seattle	23 percent	14 percent

Source: Brosnan, 1986.

Clearly choice is being exercised by people who are a part of the public education enterprise, people who are most knowledgeable about the system's quality. This is something like an IBM engineer purchasing an Apple computer for the home.

While there is considerable interest in the concept of providing choice, several national leaders recommended that policymakers establish clear guidelines and procedures before introducing any program. The debate over Minnesota's postsecondary education options act shows some of the challenges policymakers face.

Minnesota decided to permit juniors and seniors enrolled in public schools to attend higher education institutions, with tax funds following them. During the first semester of the program about 1.5 percent of those students eligible participated (about 1,700 students). These young people strongly endorsed the program (96 percent were satisfied, 77 percent said their higher education courses were more challenging their high school courses). These youngsters generally took rigorous academic courses and received higher grades than the average freshman. While some school districts encouraged their students to participate, others resisted. In some rural districts, enough students decided to participate that the school was unable to offer a course it had scheduled. Some observers suggested that the choice stimulated school districts to work together. But others said that ways needed to be found to protect students who elected to stay in their home schools (Randall, Bresin and Mueller).

"I think we can support choice, but not if it becomes a euphemism for elitism and separatism in our schools, not if it means a retreat from equal educational opportunity for all children, and not if it means fostering racial, social, or economic segregation, and not if it equates to a dismantling of the public school system."

James Ansara
Chairman of Task Force

While supporting the concept of providing choice among public schools, Mary Futrell of the National Education Association urged, for example, that programs expanding choice should:

> Improve the quality of instruction and educational programs, and be based on the needs of students, parents, and the community; promote equal educational opportunity for all children, and in no way foster racial, social and economic segregation; include strong public accountability measures for program implementation and service delivery; be legal, constitutional, and in compliance with court decisions and federal state and local mandates; carefully spell out the roles and responsibilities of parents, educators, government officials, and community in the development, implementation, and evaluation of any program; take into account the impact of existing collective bargaining agreements between school personnel and school administration; not increase administrative burdens of teaching staff, nor require more paperwork or regulatory requirements for school districts; include built-in mandates that truly empower parents, educators, and others concerned with education; not be an attempt to supplant existing programs, nor to cut existing funding from public schools; include an examination of the advantages and disadvantages of the proposal vis-a-vis existing educational programs; and take into account past experiences in dealing with similar proposals, and examine other ways to achieve the educational objectives of the proposal.

Indeed, some authorities note that choice among schools was used in some states as a way to avoid integration during the decade following the *Brown v. Board of Education* U.S. Supreme Court case. In some parts of the nation, "choice among schools" still means a retreat from integration (Glenn).

But today, most proponents of expanding choice among public schools agree with former Massachusetts Education Commissioner John Lawson, who said, "We are committed to a strategy of increasing parent choice through the desegregation process, by offering choices which help to integrate instead of choices which help to segregate." Policymakers in Massachusetts believe it is possible to enhance equity by providing choice among public schools. Indeed, Charles Glenn, the head of the Massachusetts Department of Education's Bureau of Equal Educational Opportunity, reports:

> It has become increasingly clear that choice can do much to promote equity. It does so by creating conditions which encourage schools to become more effective . . . by allowing schools to specialize and thus to meet the needs of some students very well rather than all students at a level of minimum adequacy, and by increasing the influence of parents over the education of their children in a way which is largely conflict free. We have become excited about the potential of choice for public education.

While Glenn and others believe choice among public schools can promote equity, they do not support all choice programs. Glenn noted that some "unrestricted programs" have created more problems than solutions. In some unregulated programs, racial and social class separation increased, many parents became confused, frustrated, and more apathetic than before, and two classes of schools were created, one elite and the other regarded and functioning as second-rate.

Choosing Equity, a two-year project of the New World Foundation, found positive and negative examples of choice programs and concluded:

> An optional enrollment system which does not equalize resources, mandate open admission and retention, expand guidance services for parents and students, and simultaneously upgrade the quality of comprehensive schools can become another mechanism for stratification and segregation. There are instances, however, where carefully contained voucher designs appear to meet these criteria and work well (Bastian, et al.).

While identifying potential problems, these observers believe that they can and should be overcome. "There is clearly a need for alternative school environments, and for schools to define a distinct set of purposes that parents and students voluntarily choose and support. There is clearly a need for choice about school and program assignments for teachers, as well as parents and students," according to the authors of *Choosing Equity*. And Glenn reports, "Although I share the concerns that others have expressed about the effects of choice, having to do essentially with equity and with national unity, I am convinced from experience that a system of 'conditional choices' can avoid the negative consequences and have powerful positive results."

Permitting families to elect from among various public schools is not the only way to increase parental involvement. After reviewing more than 2,500 studies, one investigator concluded that by helping and encouraging their children to devote more time to studies, parents could have a dramatic, positive impact on the amount students learn. "Extensive evidence suggests that the efficiency of the home in fostering learning has declined for several decades, but cooperative partnerships between the home and the school can dramatically raise educational productivity" (Walberg 1984).

Part of the problem with American students' achievement may be that parents are not aware of the role they play in their children's education. A recent study compared achievement of elementary students in America, Japan, and Taiwan, along with parental attitudes. American first and fifth grade students scored lower than those from other countries on math tests, and above the Chinese in reading but below the Japanese. The study found a dramatic difference in attitudes held by parents (mothers) toward factors contributing to academic success. The parents were asked to rank effort, natural ability, difficulty of the schoolwork, and luck by importance in determining the child's performance in school. Japanese and Chinese mothers assigned the most points to effort, and American mothers gave the largest number of points to ability.

Parental concern about schoolwork was evident in other areas: amount of time spent on homework and the possession of a desk. Ninety-eight percent of Japanese, 95 percent of Chinese, but only 63 percent of American fifth graders had desks. American mothers estimated that their first graders averaged fourteen minutes a day on homework, compared to thirty-seven minutes for Japanese fifth graders, and seventy-seven minutes for Chinese first graders. American fifth graders also spent less time on their homework (Stevenson, et al.). Parents influence their children's attitude toward homework and achievement. But the study showed a need for parents to be more involved, and to rely less on their children's ability.

In addition, after becoming involved in educational programs, parents have helped gather community support for the programs and have become more involved in community activities. Another positive result of parental involvement is that the relationship between the parent and child improves and the frequency of parent involvement in the child's activities, both at school and elsewhere, increases (Rempson).

Parental involvement has been identified as one critical variable in effective schools (Purkey and Smith). At both elementary and secondary levels, active parents help individual students and the overall student body achieve at a higher level than might otherwise be expected.

Other authorities point out that parents spend much more time with children than do educators. After reviewing more than 2,500 studies, researcher Herbert Walberg concluded that by assisting and encouraging their children to devote more time to studies, parents could have a dramatic, positive impact on the amount students learn. "Extensive evidence suggests that the efficiency of the home in fostering learning has declined for several decades, but cooperative partnerships between the home and the school can dramatically raise educational productivity," Walberg said.

There is extensive evidence that parent involvement will have a positive effect on children's education. Student learn more, have higher test scores, attend school more often, earn higher grades and are better behaved when their parents are working closely with schools (Henderson, Brookover, Gordon, Omsted, and Wagenaar).

Several researchers found that it was possible to overcome stereotypes about lack of involvement of low-income parents. Walberg describes a Chicago inner-city public school in which educators, parents, and students signed contracts about mutual responsibilities, which were the product of a joint educator-parent planning committee. Teachers specified the services they would provide. Parents pledged such things as a quiet, well-lit place for study every day, informing themselves about and encouraging their child's progress, and cooperating with teachers on matters of schoolwork, discipline, and attendance. "The success of this program shows that inner-city children can make middle-class progress in achievement if educators work cooperatively with parents in pursuit of joint goals," Walberg said. James Comer found that carefully developed parent-involvement projects in New Haven produced higher achievement and better attitudes toward school from many students from low-income families. Dorothy Rich and the Home and School Institute have worked effectively with teachers in several low-income communities. Teachers sent materials home which parents used to extend and reinforce the school's lessons. Students learned more, and both parents and educators felt better about the school and each other. Joyce Epstein has described other projects in which low-income parents actively worked with their children after being given clear, specific instructions from teachers.

Moreover, the National Education Association and American Federation of Teachers made it clear that they support such efforts. NEA has worked with the Home and School Institute to help educators learn how they can support and extend classroom activities. AFT has established "homework hotlines" to help parents who want to assist children at home. So the support is there for at least some forms of greater parent involvement. But there is also widespread agreement, according to researcher David Williams, that both educators and parents need instruction in how to work together more closely.

During the task force hearing, several authorities pointed out that public school choice and other parent involvement strategies complement each other (Hallett, Zerchykov). Both experts noted that many parents are eager to help their children achieve more and that schools would be wise to reach out to them, to build bridges into the home. David Seeley agrees, noting that new kinds of educator-parent partnerships have produced more learning, and a much better feeling among educators and parents.

Educators and parents in Washington have found that they can accomplish more when parent involvement extends to helping make decisions about how schools will operate. "School site councils" composed of parents and faculty have produced a "win-win" environment, rather than leading to the kind of confrontations some fear when parent involvement increases (Hallett).

Increasing parental involvement and choice of schools will not, alone, solve all of youth's problems. However, the evidence suggests that permitting choice among public schools and encouraging other forms of parent involvement will help in real, immediate ways.

Choice Among Schools

In many urban public school districts, school boards have established distinctive schools from which families may choose. The programs are called by various names: magnets, alternatives, options, and others. Many districts that offer such programs have long waiting lists. Moreover, students in other districts sometimes are unable to attend such programs. And many suburban and rural school districts do not offer choices among different kinds of schools. States currently are using choice to accomplish several goals:

- increase the number and percentage of students who graduate from high school or receive a general equivalency diploma;
- increase desegregation and integration of public schools;
- increase the challenge and rigor of secondary education;
- create a new form of accountability;
- create distinctive programs to experiment with new and innovative ideas; and
- respond to parent concerns that programs are appropriate for their children.

Expanding Choice

Arizona. Arizona uses choice to increase the challenge of secondary education and provide the most appropriate programs for its youth. For about ten years, Arizona has permitted families to have their children attend public grade schools (kindergarten to twelfth grade) in districts other than those in which they reside. State funds follow the student to the district of attendance. Students are not permitted to transfer from one district to another if their movement will have a negative impact on desegregation and integration plans. In 1985, the legislature allocated funds to permit public school juniors and seniors to attend community colleges or vocational programs in other school districts. Students receive high school credit for the courses they take. School districts do not lose funds if students take these courses.

California. California policymakers used choice to increase the percentage of students who graduate or receive a general equivalency diploma. In 1985, California adopted the Washington state "Educational Clinic" legislation. It also provided additional support beyond the regular allocation to public school districts that are establishing programs for high school students who have not succeeded.

Colorado. Colorado uses choice plans to reduce the number of high school dropouts. In 1985, Colorado adopted a "Second Chance Program." This permits high school students who have not succeeded in their present public high school to transfer to another district to attend a program geared to them. School boards in the districts of residence and attendance must give permission for this movement to take place. In its first year, about 140 students participated in the program.

Florida. Florida has used choice programs to increase the rigor of secondary education. Since 1977, Florida has encouraged school districts and community colleges to work together. This enables high school students to take courses offered by community colleges for credit, as long as the district and college have an agreement. Most of the courses are offered in the high school, a few are offered at the college. Several thousand Florida students participate in this program each year.

Iowa. This state has used choice to develop programs that are appropriate for all its youth. The state department has a specialist who helps school districts establish and evaluate alternative schools. In 1985, the state adopted legislation to permit families to appeal to the State Board of Education if they felt the instructional program offered in their district of attendance was not appropriate for their child(ren). If the state board agrees with their concern, it has the authority to "order the resident district to provide or make provision for an appropriate instructional program for the student." In the first use of this law, the state board upheld an appeal from five families and ordered the district of attendance to pay tuition so eight students could attend school in an adjacent district.

Massachusetts. Massachusetts has used choice as one way to increase racial and economic integration of its students, as well as to improve student achievement. For the past five years, the state has used several methods to expand choice among public schools. Several forms of assistance have been provided to ten school districts that want to use parental choice as one way to improve programs and bring together students of different backgrounds. The Massachusetts Department of Education has helped survey parents about the most popular kinds of programs in a particular district and provide planning time for faculty members who will establish the various programs. The state has provided transportation funds to help minority students who live in Boston and Springfield attend public schools in neighboring suburbs. Research shows that the program has been popular among educators and families.

Minnesota. Minnesota policymakers adopted plans to use choice to increase the challenge of secondary education. In 1985, Minnesota began to let juniors and seniors enrolled in the state's public schools take courses at colleges, universities, and vocational-technical programs. The plan has also encouraged a number of school districts to expand the number of advanced courses they offer, sometimes in cooperation with other districts or with postsecondary institutions.

Oregon. This state has used choice to help reduce the number of students who do not complete a high school diploma or equivalent. A state law requires school officials to talk with students who live in their district who have dropped out of school, and their parents, about receiving counseling or attending a private alternative program. If the school district and parents decide that a private alternative program is appropriate, the student may enroll. These programs must be approved by the state before a student is placed. School districts may count students who attend such programs in their total enrollment for purpose of receiving basic school aid from the state. The alternative program may bill the school district for at least the amount equivalent to the district's receipts from the basic school support fund for the pupil. The district may provide additional funds to the alternative program. Around 1,100 students were served under this law during the 1983–84 school year.

Vermont. Vermont policymakers use choice to respond to geography, long-established private academies, and a deep commitment to local control. Since the 1800s, Vermont has given local school boards the authority to establish their own secondary schools, cooperate with other school districts, or permit families to send their children to schools in other districts. If local boards decide to permit "tuitioning," families may send their children to approved public or private nonsectarian schools with local tax funds paying their costs. Private schools are permitted to charge additional funds. Approximately 95 of the 246 school boards in Vermont permit families to use local funds to attend various schools.

Washington. Washington has used choice to reduce the number of students who do not finish high school or receive a general equivalency diploma. In 1977, the state began to provide funds to programs called "Educational Clinics." At present, ten of these private programs operate in the state. Students gain basic and applied skills and work toward an equivalency diploma. Approximately $2.3 million has been allocated for the current biennium to support the clinics. Research conducted by the state budget office shows these program have had a positive and cost-effective impact on young people who might otherwise have no high school diploma, be unemployed, and, in certain cases, be on welfare or in penal institutions.

Wisconsin. The state provides funds to permit movement between Milwaukee and suburban districts to enhance desegregation programs. Neither the sending nor the receiving district loses funds if the students moves from one district to another.

California. California provides state grants for schools that develop locally designed school improvement plans. No school is eligible to receive funds under this program unless it has a school site council that is composed of the principal, teachers, and other school personnel representatives, representatives of parents, and, in secondary schools, representatives of students.

Florida. Florida encourages and supports efforts by school districts to experiment with school-based management. School districts may submit proposals to the Commissioner of Education requesting $500 to $5,000 for improvement plans. The improvement plans must be developed with the assistance of district and school advisory committees.

Ohio. Each year since 1980, the State Board of Education has designated a statewide theme to encourage excellence in Ohio schools. The 1985–86 theme is Year of Family Involvement in Education. The Ohio Department of Education has suggested activities to help school districts carry out the theme. School districts have promoted partnerships with other to help students accomplish their goals. In the last two years, theme efforts culminated with a statewide conference sponsored by the Martha Holden Jennings Foundation. In addition to sharing their theme-related activities at the conferences, school district representatives received certificates honoring their participation and involvement in the annual effort.

Pennsylvania. Governor Dick Thornburgh initiated a "Parents, Be a Part of It" program that focuses on elementary and secondary schools. He has appeared on televised public service announcements throughout the state to encourage parents to help with homework, and provide a place to study, to volunteer at their children's school, and to encourage good discipline. The state department has held workshops to encourage and assist school districts as they enlist parents in their children's education. The Department of Education also has a statewide award for outstanding parent volunteers who are nominated by school administrators.

South Carolina. The state requires each elementary and secondary school to have a School Improvement Council, comprised of parents, teachers, and students. The council prepares an annual school improvement report. This report focuses attention on practices and factors that affect school improvement. The State Board of Education promotes greater parent involvement by encouraging regular parent-teacher conferences, increasing parent participation in School Improvement Councils, and offering parenting classes in every community.

Tennessee. The state encourages every school district to establish a task force of parents and citizens to monitor and report on school improvement projects. The state allocated $1 million to help these committees. In the last two years, 125 of the state's 141 districts have established such committees. The Department of Education has published a monthly newsletter that describes local committee projects and results.

Washington. The state has established a $500,000 demonstration grant program for local districts and schools that want to operate school-site management programs. The money goes to local schools to help develop an improvement plan. If a school applies for a grant, it must have local board approval and a school site council, composed of parents, teachers, administrators, and, at the secondary school level, students. Thirty-eight grants were awarded for the 1985–87 period. The state will evaluate the process by which plans are developed, and the quality of those plans.

There are several key issues that state policymakers need to address as they consider using state powers to increase choice among schools. These include questions about funding, accountability, access and equity.

Permitting choice among schools has profound implications for funding. For some years, one of the central questions about choice among schools has been which schools would be eligible to receive public funds? Some people feel that only schools that report to publicly elected bodies, such as a public school board, should receive tax funds. Others believe that private nonsectarian programs which are willing to meet state standards should be eligible. Still others insist that public, private, and church-related institutions should be eligible to receive tax funds.

Testimony at task force hearings made it clear that the idea of using tax funds to permit attendance at church-related institutions invokes strong disagreement about what the U.S. Constitution permits. Many state constitutions explicitly prohibit states from providing direct support to church-related schools.

Most states provide funds primarily to "public" schools. Several states (including California, Oregon, Vermont and Washington) permit some secondary school students to attend programs operated by private, nonsectarian groups. In the three western states, the option is available if the student has not succeeded in public school. In Vermont, a town school board may decide to permit students to select from among various schools, including private, nonsectarian programs.

A second funding issue concerns the power local school boards will have to limit the choices a family may exercise. In some states, school boards must approve of a student's transfer out of the district. In other states, school boards do not have this authority. Under some proposals, school districts could decide whether to accept students from other districts, and, if they accept some students, how many and under what conditions. Some states provide funds to school districts that want to increase programs from which families can choose.

A third funding question involves the kind of money that will enable the student to attend school outside the district or residence (or at a postsecondary institution). In some places, the state has allocated additional funds so that the district of attendance does not lose money if the student transfers out of the district. In other places, the local district loses both state and locally generated funds.

"From my own experience as Governor, I've become more and more convinced that we need to continue to evaluate and improve upon our educational system for many reasons, and not the least of which is . . . diversifying our economy and providing equal opportunities for everyone within the state, regardless of their ethnic or geographical backgrounds."

James Anaya
University of New Mexico

As greater attention has been given to family choice among public schools, some education leaders have urged policymakers to consider ways educators can have more choices. This will require attention to issues such as portability of pensions, certification, and credit for years of experience. Education is one of the few careers in which people are penalized for moving from one place to another. A teacher moving from one district to another often does not receive full credit for years of experience on the salary schedule or in the pension program. States will need to address such problems. Moreover, educators who transfer from one state to another sometimes find that their certificates are not accepted. We will need to collectively review reciprocity agreements, or take other steps to recognize the work an educator has done elsewhere.

Policymakers must consider the kind of accountability that the state will exercise over local districts. Over the last decade, many states have increased their regulations about the "inputs" of schools: What textbooks should be used, what courses should be taught, how much time should be spent on particular subjects, what material should be covered. Recently some authorities have said that clear guidelines should be provided about the skills, knowledge, and overall concepts students should achieve, but public school authorities should have more flexibility to develop programs that allow students to reach those goals.

Access and equity must be considered. What arrangements can be made to provide choices that will permit families of all income levels and geographic areas to participate fully? Designers of choice programs must work out ways to provide information to families, to help them make decisions about schools, and to transport students.

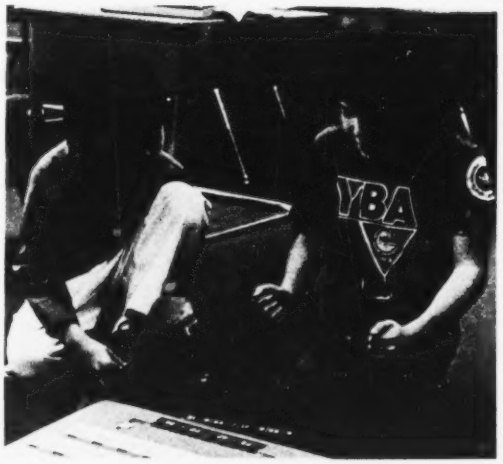
Providing information should involve more than sending out a list of available programs. Market research can be initiated, and by asking parents what is important for them in choosing their child's education we can begin to plan and develop programs based on parental priorities.

People who have established choice programs recommend producing descriptive brochures and booklets, written in more than one language, when the primary language of parents is not English. Social service agencies are often asked to help distribute and discuss the options with their clients. Some districts also provide information to parents and students at community meetings, where representatives of various schools describe their programs.

Analysts must consider what the impact of choice programs will be on racial balance. Policymakers should limit choice among schools so that it does not have a negative impact on racial balance. Choice programs should seek to bring together rather than isolate students from different racial and economic groups.

A related concern is the impact expanding choice will have in rural districts. In some schools with relatively small enrollments, permitting students to transfer out of the district may reduce the opportunities for students who prefer to stay in the school. Policymakers will need to determine whether it is desirable and possible to "cushion" the impact of broader family choice in small districts. Moreover, some rural schools are located far from other elementary, secondary and postsecondary programs. Permitting choice among schools will not expand opportunities for such students. Policymakers may wish to take other actions to increase learning options for students who live in isolated areas.

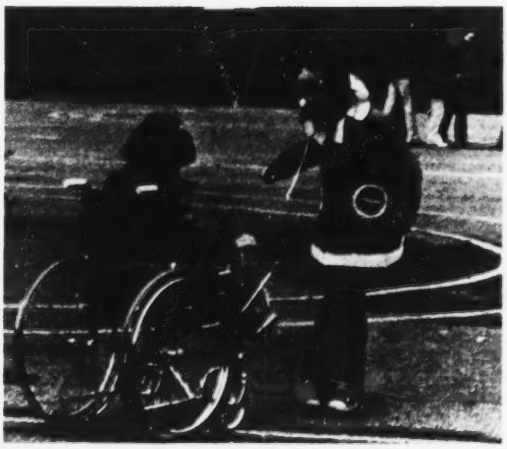
Another consideration is whether choice can be used as a stimulus to improve schools, that is, whether choice can be one kind of accountability. Policymakers traditionally have used mandates, incentives, and permissive legislation to obtain the kind of programs they want. Choice may help improve schools by reminding educators that if they do not respond to at least some parental concerns and priorities, families can move their children. However, it is important to recognize that unregulated markets have not worked well for some families, especially families whose students do not, on the average, achieve well in public schools. For this reason, some advocates of choice among schools have urged policymakers to recommend "conditional" rather than "totally unregulated" choice programs. Under conditional programs, states establish guidelines, monitor, and refine progress, rather than simply relying on market forces to make necessary improvements.



Where Do We Go From Here? Increasing Parental Involvement

Choice strategies clearly involve parents in a new way but parental involvement means more than just selecting a school, it also means participating in the learning process.

States can make additional decisions about ways to increase parental involvement. The first decision is a matter of emphasis: should efforts seek to increase parental involvement in learning through activities at home that support learning, or should parents be involved in the school's governance, either in a direct or advisory manner.



The international comparison study between mothers in Japan and Taiwan and American mothers noted earlier can give everyone a starting point for pursuing a home-based learning emphasis. American mothers assigned the heaviest weight to ability being the most important factor in child's performance in school. The other two cultures argue that effort is most important.

It has been well documented that when the home environment is considered an extension of the learning environment, the child is more successful in school. Therefore, strategies to increase home support for learning can start with an all-important media campaign. Children learn best when their lessons are reinforced at home. Saying it is important, again and again. Communities can also be mobilized to help. Senior citizens can help tutor students, and special reading programs can be offered at libraries.

Other strategies will require more systematic analysis and planning. For instance, a television campaign will not suffice for parents who themselves did not do well in school. Districts, working in concert with other parts of the community, particularly those organizations that work with the low-income population, can mount joint projects. Other parts of state government that have responsibility for working with low-income groups can become involved.

While all of these strategies can be useful, they cannot supplement the school-parent relationship. The knotty issues of parent availability for those who work has to be recognized. Parents and teachers need to have mutual understanding, and they need to agree on the often emotional issues surounding discipline. States will need to decide which programs will be used for each level of school. Programs for the elementary school years will not automatically be the same as those for high school dropouts.

Parental involvement in the governance of the school, either in a direct or advisory manner, can be viewed as a natural outgrowth of the home-based learning emphasis. However, the strategies for implementation are substantially different. States that find both concepts attractive will need to decide if each needs to receive equal attention simultaneously. It is possible to stage the timing of implementation.

Strategies in rural area may be substantially different than those used in a large heterogeneous urban setting. States will need to consult with parents and districts from these different areas and plan accordingly.

The state, in concert, with districts, teachers, and universities, will need to take a fresh look at teacher preparation and continued training programs. An understanding of the importance of the total family unit in the education of each child should be incorporated throughout the curriculums.

WHERE DO WE WANT TO BE IN 1991?

Major schooling decisions are based upon where a child lives or the color of his skin . . . not upon the child's academic needs. What would happen if public schools had to meet special needs of a variety of students, rather than forcing students to meet the needs of an educational bureaucracy? This is a sensitive issue and we don't want to be misunderstood. We are firm and committed supporters of the public school system, and we are dedicated to equal opportunity. But a school system that doesn't serve the needs of many of our children undermines the meritocracy.

Today we have generic public education for our children. There are unique programs within schools, but very few public schools have their own unique identities. Too many of our public schools are interchangeable cogs in a bureaucratic wheel that rolls over kids with special interests, talents, and needs. Yet many communities have shown that it is possible to meet the administrative demands of mass education while doing a better job of creating unique learning environments for their students.

At its best, meritocracy offers our children the possibility of succeeding in whatever areas their talents lie. Yet one of the deans of the University of Colorado said that our public schools don't serve the needs of either the lower 30 percent or the top 10 percent of our students. An education system that doesn't serve 40 percent of our children undermines that meritocracy.

Governors are committed to quality public education. However, we believe that we can remain dedicated to a system of public schools and still increase consumer sovereignty.

There is nothing more basic to education and its ability to bring our children into the twenty-first century than choice. Given a choice in public education, we believe parents will play a stronger role in our schools. Innovative new programs will spring to life. Parents and the whole community will become more deeply involved helping all children learn. Teachers will be more challenged than ever. And, most important, our students will see immediate results.

In 1991, we will look back on any number of significant education reforms, some implemented before this report, many generated as a result of these task force findings. In an effort to increase productivity and competition, and make the system generally more responsive, states will adopt a smorgasbord of ideas. We may develop testing criteria, increase the length and number of days our students spend in school, and offer a variety of incentives and salary alternatives to recruit and keep good teachers. However, the catch for policymakers will be to decide from a variety of ideas which ones are best suited for a particular state or school district.

Our vision of education reform should include the vehicle we use to help make those policy decisions. If we first implement choice, true choice among public schools, we unlock the values of competition in the educational marketplace. Schools that compete for students, teachers, and dollars will by virtue of their environment make those changes that allow them to succeed. Schools will, in fact, set the pace, forcing Governors and other policymakers to keep up. Choice, and the ensuing competition it will produce, is the force we need to ensure meaningful reform in education into the 1990s. If our children are to be competitive in the international marketplace, and we must be competitive in the international marketplace, then we must be competitive here at home. While there are many questions to answer, choice in public schools is the deregulatory move needed to make schools more responsive.

As William Shakespeare said in Hamlet, "We may not, as unvalu'd persons do, carve for himself, for on his choice depends the safety and health of the whole state."

In the long run, if we dare to take risks we will find that we have achieved excellence. Instead of being defeated by the massive size and the overwhelming ethnic diversity of our public school systems, we will have turned those systems into generators of economic productivity and social creativity. The question is, do we dare try?

GOVERNORS' ACTION AGENDA

Governors should take the lead in establishing a new social compact in cooperation with educators, parents, community members, and the state. This compact will feature:

- Clear, measurable goals for students and schools established by the state;
- Reduced state requirements that limit the ways in which local districts and individual schools help their students achieve the expected levels;
- Encouragement and assistance from the state for schools and districts that wish to create specialized programs;
- Opportunities for families to select from among public schools;
- Rewards for schools and districts where students are making progress toward state-established goals;
- Intervention by the state in districts and schools where there is a lack of progress over time.

"The Governors are ready for some old-fashioned horse-trading. We'll regulate less, if schools and school districts will produce better results."

Lamar Alexander
Governor of Tennessee

Governors should talk with citizens about the new social compact that is being proposed. Our form of government has been adaptable to the changing needs of our society, and local control of education is one of America's most venerated and valued traditions. This report implicitly and explicitly respects this rich American approach to governance. Clearly, the success of this task force's recommendations hinges on how well we sort out the new arrangements and responsibilities between the state and local levels of government responsible for education. We need to create forums that focus on sorting out these new roles and responsibilities. Governors need to define the parameters of state concerns and issues, and citizens and educators alike need to take an active part in the discussion. Governors can also explain how accountability, expanded choice, and parent involvement fit into the new social compact.

For the last decade, the idea of choice among schools has become intertwined with the question of providing funds to private and parochial schools. But these task force recommendations deal only with choice among *public* schools: choice that is not constrained by the drawing of lines on a map and that is based on the presumption that public education tax dollars belong first and foremost to the child.

We also conclude that greater parent involvement in schools is vital to higher student achievement. We believe that schools must reach out to parents, making them feel welcome and showing them how to extend and enrich classroom lessons. We conclude that decisionmaking in a school should reflect the priorities and interest of faculty and parents. The most effective schools are those in which everyone works together for clear, specified, and distinct goals. And what is appropriate and urgent for some educators and families will be of less interest to other families and educators. Finally, we believe parents must recognize that a child's education cannot be exclusively the school's responsibility. No matter how superior a teacher is, children will not reach their potential unless there is cooperation between the home and school.

1. Provide technical assistance to school districts and universities by encouraging instruction in effective parent-involvement techniques to be included in preservice and recertification training programs of all teachers and administrators.

Increased parental involvement involves development of specific skills. Prospective teachers and administrators should learn how to hold parent conferences, how to show parents ways they can reinforce and extend classroom lessons, and how to involve parents in advisory and school site management committees. The state education departments should work closely with universities, school districts, intermediate units, and professional and community organizations, such as the PTA and Home and School Institute, to help develop and refine training.

2. Create the climate for greater parent involvement.

Carefully planned activities can help draw attention to parent-involvement programs that deserve wider recognition. They also will bring together people who should be working more closely together. These efforts could include:

- Develop a program to recognize and reward outstanding parent involvement programs. The state department should work with professional organization of teachers, administrators, and school board members to share information about award-winning programs.
- Create a statewide task force on parent and community involvement to identify outstanding programs and make recommendations to policymakers, educators, business people, and community groups.
- Hold a yearly conference on parent and community involvement in education, and invite educators, parents, community groups, and business people to attend. The Governor should take the lead, and plan the meeting with the chief state school officer. The statewide task force mentioned above should make presentations.

- Make public service announcements that encourage parents and community members to become more involved in working with public schools. The Governor should appear in some of these announcements, along with educators and community members who have designed award-winning programs.

3. Provide incentives to school districts.

This can be done in a variety of ways, including demonstration grant programs, and by providing funds to school districts to establish cooperative programs.

It is not enough to simply encourage or require educators and parents to make decisions together. Most educators and parents have not received any training in shared decisionmaking. Old patterns must be changed, new patterns developed. States can help by providing assistance to school districts that are willing to experiment and that will share their experiences with others. A competitive demonstration grant program could be offered to districts that are willing to experiment with school-site management programs. All school districts in the state should be eligible for these grants, which will cover planning and training activities.

Some small, rural districts have difficulty offering the kind of courses and programs that are necessary to challenge and stimulate some of their students. States can help by providing funds to school districts to establish cooperative programs in programs that are being requested by students but that individual districts have difficulty offering. This can include advanced courses in science, mathematics, and world language, along with vocational courses and alternative programs to reduce dropouts.

4. Expand opportunities for students by adopting legislation permitting families to select from among kindergarten to twelfth grade public schools in the state. High school students should be able to attend accredited public postsecondary degree-granting institutions during their junior and senior years.

Carefully designed programs permitting choice among public schools can increase student achievement, educator morale, and parental satisfaction. Furthermore, providing choice among public schools is another form of accountability, and can encourage school districts to work more closely together. To be effective, choice plans must incorporate certain features. The state does have an interest in the quality of education and must maintain certain guidelines about the conditions under which learning opportunities are offered. We select to balance opportunity and restrictions for educators and families.

While no single plan is appropriate for all states, all legislation should include certain features:

- Schools should not be permitted to discriminate on the basis of race and religion.
- Schools must agree to respect due-process guarantees in the hiring and discipline of students and faculty, including following state law about dismissal, suspension, and expulsion of students.

- Schools must test students and periodically report their progress to parents.
- Schools must agree to keep all financial records open to inspection by the state department of education and use uniform accounting principles.
- Schools must agree to report all pupils' attendance to the state.
- Participating schools must agree to accept the funds generated by state and local taxes as the full cost of educating students and may not charge additional funds.
- State and locally generated tax funds should follow the students.
- Movement of students in and out of school districts should be permitted as long as it does not have a negative impact on court or legislatively mandated desegregation/integration plans.
- School districts enrolling fewer than 2,000 students should be permitted to count for purposes of state reimbursement the net number of students transferring to other districts (if any) for the first two years of the program.
- Legislation should permit students to choose from schools in their own district, in their own or adjacent districts., or any district within the state as long as racial balance guidelines described above are followed.
- Districts may decide whether they have room to admit nonresident students, and if so, how many and at what grade level. However, they should not be allowed to use any form of admission test for nonresident students, unless the students are attempting to enroll in a district program that does have such an examination.
- States should make it easier for teachers to choose among schools and districts by encouraging school boards to honor all of an educator's past experience on the salary schedule and giving full credit for past experience in pension programs.
- States should work for greater reciprocity in teacher certification, so experienced teachers will find it easier to move from one state to another.

The state department of education's role should be to:

- Determine dates by which schools and school districts announce whether and how many openings they have for the following year, and the date by which families should indicate a preference for moving from one school to another.
- Develop methods of providing information and counseling to families wishing to consider a transfer for their children.
- Develop guidelines permitting teachers who wish to transfer from one district to another to receive credit in seniority systems, salary schedules, and pension programs for all their prewious teaching or administrative experience.
- Administer a fund established by the legislature to support transportation costs for students.
- Establish a monitoring and assessment function so programs can be evaluated and modified as directed by the state department of education. Such evaluations would at a minimum examine the effect of plans on student achievement and attitudes, programs available in districts, rate of cooperation and consolidation among various districts, parental involvement and attitudes, racial balance, and educator attitudes and morale.

"Educational excellence for our students can best be achieved when we have total involvement of teachers, students, administrators, and parents to establish and cultivate a dialogue among all parties in setting the goals for our schools."

Edward D. DiPrete
Governor of Rhode Island

- Administer a program to provide planning and training funds to schools that are willing to establish cooperative programs from which families may choose, or that are willing to accept students from low-income groups, or students who have not succeeded in previous schools.
- Develop financial procedures by which students who move from one district to another bring the state and locally generated funds with them.

HOW WILL WE KNOW WE ARE SUCCEEDING?

Policymakers should ask the following questions to determine whether they are succeeding:

1. What percentage of schools have been recognized with specific identities and missions?
2. What percentage of parents in the state are able to choose among public schools?
3. What percentage of teachers are able to select from different kinds of programs in which they will teach?
4. What percentage of school districts have formed new cooperative relationships to pool resources and offer a greater diversity of programs?
5. What percentage of school districts have established programs to help teachers work more closely with parents?
6. What percentage of increase or decrease in student achievement and performance scores has occurred after choice programs were implemented?
7. What changes in graduation and attendance rates occurred after choice programs were implemented?

OVERCOMING OBSTACLES

There is a lack of consensus about appropriate roles of parents and educators. Some, but certainly not all, educators believe they are the professionals and parents should defer to their judgments. Some educators have had bad experiences with parents. They have encountered parents who would not support disciplinary procedures, or who did not keep commitments to help. For that there is no excuse. However, those attitudes can lead to cynicism and lack of interest in working on new parent-involvement programs. Such attitudes can discourage parents from working closely with the school or becoming more involved in helping determine priorities for their children's schools.

Governors can help overcome these attitudes by using public service announcements and other media to challenge parents to become more involved in their children's education; honoring parents who become involved in their children's schools and encouraging schools to recognize such parents; and reminding parents that regardless of which school they select, they still have critical responsibilities.

Governors also can recognize and reward educators who reach out to parents and encourage them to be involved in their children's education; name an advisory commission of parents and teachers to identify and expand appropriate roles and recommend to the Governor a model for implementation; and ask the state board of education to expand its liaison role between parents and teachers.

Another obstacle may be educators who oppose allowing parents to choose among public schools because they believe that families cannot make important choices among schools; transportation will be impossible or extremely costly to work out; school boards, not parents, should have the right to determine what options families have; or funds should not follow students to other districts or to postsecondary institutions unless school boards approve. They also may think that public school choice is a "foot in the door" for plans to provide funds to private and parochial schools, will make planning more difficult, or will hurt very small school districts.

Governors can help overcome such obstacles by stating often and publicly support for *public education;* being willing and prepared to make adjustments in choice legislation, including school finance; establishing fairly rigid initial parameters for choice with relation to transportation, demographics, and other mechanical impediments; ensuring the drafting of well-constructed choice programs; working closely with educators and parents to develop details and guidelines of programs; including some provisions in choice programs to cushion the impact on small school districts; visiting and calling attention to choice programs that are working well; developing alliances with parent, citizen, business, and other groups that support such programs; and providing funds to encourage and reward school districts and postsecondary institutions that work together.

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February 22, 1986

"Increases in standards will have a positive impact on raising students' expectations and thereby, performance. For some students, higher standards may impose a forbidding barrier. Without additional strategies, such students are at risk of failing before they can benefit fully from public education."

Richard W. Riley
Governor of South Carolina

CHAIRMAN

Richard W. Riley
Governor of South Carolina

TASK FORCE MEMBERS

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DEFINING THE ISSUES

Over the last five years, Americans have become increasingly concerned about the quality of their public schools. In almost every state, actions have been taken to raise the standards for students, including higher standards for promotion, high school graduation, basic skills, and college entrance requirements.

At this time, thirty-three states have competency testing programs in place (Education Commission of the States). Other state measures to encourage higher quality public education have resulted in strengthened high school graduation requirements; indeed, thirty-five states had increased graduation requirements by 1984 (Navarro). High school graduates have been required to take more credits, particular patterns of courses, and specific courses, for a more rigorouss academic program. By 1984, five states required the four years of English, three years each of math, science, and social studies, and one-half year of computer science recommended by the National Commission on Excellence in Education (Knapp).

As of February 1985, forty-three states had strengthened high school graduation requirements, including fifteen that require high school seniors to take an "exit exam." However, even though standards have been raised, "only a handful of states have appropriated additional moneys for counseling and remediation for those who will need assistance in reaching the standards" (Hodgkinson).

While average test scores have increased, there are still millions of children and youth who may not meet these necessary standards in our schools. The direction and intent of these important new state standards have been universally applauded. However, in the wake of the reforms, Governors have begun to express concern for students who might be swept aside in the fervor to upgrade standards. Governors are asking if students who struggled to keep up with school work before tougher standards were enacted can meet the new requirements.

Policymakers wonder if students for whom family, life circumstances, poverty, physical or emotional handicaps, or other negative conditions make learning a difficult and unpleasant enterprise will be pushed out of school by the new standards. As a result, a major issue has emerged: how can states begin in the preschool years to best prepare educationally disadvantaged students for school and continue to help them meet standards throughout school? This "flip side" of reform is a critical issue, and given the changing demographic composition of our school-age population, it ultimately, may be as important for our country's future as increasing standards.

The Task Force on Readiness was established to determine what state actions can and should be taken to help youngsters who, without additional intervention, will not succeed in school. The task force considered both early childhood education initiatives and initiatives in elementary and secondary schools, kindergarten through twelfth grade.

The Costs of Undereducation

In 1956, high school dropouts earned about the same salary as high school graduates. By 1980, the earning power of high school dropouts had decreased to only 70 percent of high school graduates (Stern). The dramatic decrease in earning power of dropouts demonstrates the negative impact of undereducation in today's changing job market that has been caused by technological advances and worldwide economic competition. Futurists predict that changes in technology and society will be even greater during the next thirty years than the changes between 1950 and 1980. High school dropouts and students with poor basic skills will not be able to contribute to their full potential in the new world economy, thus putting themselves and their community, state, and nation at a disadvantage.

Furthermore, the aging American population means that fewer workers will have to produce far more services and goods for more retirees. In 1950, seventeen workers were available to pay the benefits of each retiree. However, this is dramatically changing. By 1992, only three workers will pay the benefits of each retiree (Hodgkinson). Our growing retired population cannot afford dropouts and poor basic skills performance among today's and tomorrow's students because their base of support will be even further eroded. The tie between education and future economic success for citizens of all ages has never been greater.

"Parent involvement is not simply a catch phrase of the 1980's and beyond. It legitimizes the right of parents to participate in decisions affecting programs for themselves and their children."

Carol A. Cartwright
The Pennsylvania State University
to the Task Force Hearing on Readiness

Allowing at-risk children and youth to flounder in the educational process can no longer be tolerated. For the children's sake and the nation's economic well-being, new initiatives must be launched to prepare all students for the competition of the twenty-first century.

All students in public schools need a substantively stronger core academic curriculum program that emphasizes basic skills and knowledge and development of higher level analytic thinking skills. This focus needs to be supported by an environment of high expectations and high standards. The problem is that such an emphasis will put some students at risk. Policies must be adopted to provide these children sound early childhood experiences and, once they are in school, extra programs and supportive services to help them perform successfully.

A review of the context in which at-risk children and youth tend to function in American is useful in developing policies that may make a positive difference. Such a discussion follows.

Where Are We Now?

It is apparent that the demographics of American public schools are changing dramatically. Schools are working with considerably more children from single-parent families, from low-income families, from "minority" families, and from families where English is not the primary language spoken. Children at an educational disadvantage, estimated to comprise 30 percent of America's school-age population in 1982 (12 million of 40 million), represent an increasing proportion of our youth (Levin).

Traditionally, our nation's schools have been least successful with students who are black, Hispanic, or native American and who come from single-parent homes or low-income families. As the Black Child Development Institute reports, 40 percent of minority youth are functionally illiterate; the dropout rate among black youth is almost 50 percent in some cities; black children are twice as likely to be suspended from school or suffer corporal punishment; black children are three times as likely to be placed in educable mentally retarded classes; and only one of five black high school seniors goes to college. The nation's schools face the prospect of working with an increasing number of students from groups with whom they have been less successful.

However, the task force learned that intervention can make a difference. High quality early childhood programs can have a major impact on the later life of children. A program in one state began sending state-trained parent educators into homes in 1982 to work with first-time parents of newborn infants. After three years, results showed that participating children had better thinking ability, skills and knowledge (Fiske). Another state found that low-income children with kindergarten had one-third the first grade retention rate as low-income children without kindergarten (Schweinhart and Barrett).

A number of studies have examined the effects of preschool programs for low-income children. There are significant differences in the impact, based on the characteristics of programs. However, programs that have low student/staff ratios, involve parents, provide health and other social services, and use a curriculum appropriate to young children, have consistent, long-term benefits. They help impove children's intellect throughout school and help reduce the need for special education programs or retention in grades. When compared to children from low-income families who did not attend high quality early education programs, participants show a reduced delinquency and arrest rate, a reduced teenage pregnancy rate, an increased employment rate at age nineteen, and a decreased welfare rate at age nineteen (Weikart).

Participation by handicapped children in early childhood programs will have a variety of benefits. Handicapped children who attend such programs score higher on tests than students who do not. Improved learning by such children lasts over time. Improvement in handicapped and at-risk children saves money for taxpayers and participating school districts by reducing the need for special education services.

Presently, enrollment rates of children in early childhood programs are significantly higher when mothers have larger incomes and more education. Fifty-three percent of three- to four-year-olds whose families have median or higher incomes attended a preschool program in 1982, contrasted with 29 percent of those in low-income families (Blank). In other words, children who need and could benefit most from early childhood programs have the smallest enrollment in early childhood programs. A number of states have launched early childhood programs to fill the void, including California, Illinois, Massachusetts, Minnesota, Missouri, New York, Ohio, South Carolina, and Texas.

A 1984 conference sponsored by Project Zero to Three brought together representatives from ten states that have been developing comprehensive programs for disabled and at-risk children from birth to age three. At the time of writing, six states, Iowa, Maryland, Michigan, Nebraska, New Jersey, and South Dakota, mandated services beginning at birth (National Center for Clinical Infant Programs).

The task force learned that high quality early childhood education and development programs are being operated by public school districts and by public and nonprofit social service agencies. The Black Child Development Institute (BCDI) and Children's Defense Fund recommend that policymakers support a "diverse delivery system" in which all day care and early childhood education providers respond to the communities they serve and meet state standards (Blank, BCDI). An interagency approach to early childhood development, which includes the public schools, appears to be a cost-effective model for quality services and education.

Clearly, states must consider their role in providing high quality programs to children from low-income families. However, there are millions of children in elementary and secondary schools who could have benefited from quality early childhood programs but didn't attend because the programs were not available. Others attended early childhood programs but slipped back once they entered school. Many of these young people now are considered "at risk" because of their low skills and higher dropout rates.

Nationwide, the dropout rate is about 25 percent. Approximately 10 million children and youth drop out before finishing high school. One indication of the number of children with poor basic skills can be found in the National Assessment of Educational Program data.

As mentioned above, dropout rates are much too high and achievement levels remain too low for millions of the nation's youth. What are some of the characteristics of dropouts?

Most at-risk students who fall behind academically ultimately drop out of high school. The characteristics of at-risk youth who drop out of high school have been clearly documented by research.

Poor academic performance. Dropouts or at-risk students in any grade tend to achieve below expected grade level standards, often are over age for their grade level, have failed courses, are in low academic tracks, and have poor academic self-esteem. At the high school level, these factors make it difficult—impossible in the dropout's eyes—to earn the number of course credits needed to graduate.

Difficult conditions in their family. Dropouts and at-risk children tend to live in one-parent families (usually with their mother), in families with incomes below the poverty level, in families with child abuse and neglect problems, and in families with low educational attainment and aspirations for their children. Higher percentages of at-risk youth are from minority families. Many at-risk teenagers, mainly girls, are parents themselves.

Personal economic conditions. In short, most at-risk children and youth have poor academic self-esteem, are low achievers, lack adequate supportive services and environments and come from poverty or low-income backgrounds (Stern, Odden).

Fortunately, research studies show that improvements can be made in elementary and secondary schools when carefully designed programs are established. One example has been the nation's significantly improved reading scores during the beginning of federal Title I (now called Chapter 1), Head Start, and Follow Through. The improvement was more dramatic among black and Hispanic children than among white students; the improvement was greater in disadvantaged urban and rural schools than in advantaged schools; and the improvement was reflected in all four regions of the country (La-Pointe).

A number of states—for example, New Jersey, Pennsylvania, and South Carolina—have begun state-funded remedial and compensatory programs in the basic skills because the federal Chapter 1 program serves fewer than 40 percent of eligible children.

There is a wide variety of programs to provide compensatory and remedial assistance for students who are not succeeding. As the National Education Association noted in its testimony to the task force, "there is no one formula for a curriculum that schools can adopt to ensure success". Research by Drs. Ken and Rita Dunn confirms the common sense notion that students learn in different ways. Some respond better in large group settings; others achieve more when given the opportunity to move at their own pace. Some students will be able to take advantage of the opportunities offered in a large school; others flourish in the more personal environment of a smaller program. In certain states (Minnesota, Oregon, and Washington), alternative programs have helped youngsters gain basic and applied skills and improve their attitudes toward learning, themselves, and educators. Moreover, some states have found that computer-assisted instruction, such as Project IMPAC, can be a cost-effective way to provide remediation to some students.

Remedial programs can learn important lessons from successful early childhood education programs. One of the key factors for early education programs that have a long-term impact is that they help parents learn to help and encourage their children. A review of more than 2,500 research studies concluded that parents could increase their children's motivation to do well on school work, increase the amount of time their children spent studying at home, help children complete schoolwork, and decrease the amount of time they spent watching television. Not surprisingly, these factors are directly related to greater achievement (Walberg). Thus, any early education or subsequent remedial programs ought to include strong parental involvement. Parent involvement must be innovative to capture the time and energy of parents and children living in very different arrangements than in the past.

Although many schools with high percentages of children from low-income, minority, or single-parent families tend to do poorly in academic achievement and attendance, some do not. Good practices and policies do make a difference. There is a growing body of research that indicates that certain practices in the classroom, school, and surrounding community help improve the performance of at-risk students. This research, often called effective schools or effective teaching research, derives many of its findings from schools with high concentrations of at-risk children and youth, and thus is particularly relevant. Effective schools have such characteristics as strong instructional leadership; high expectations for all students; strong relations among schools, parents, and communities; a curriculum that is sound and integrated across content areas for all students; and cooperative learning techniques in which at-risk students work with other students in teams. A number of states, including Arkansas, California, Colorado, Connecticut, Minnesota, New York, Pennsylvania, and South Carolina, have school and classroom improvement programs to assist principals and teachers develop and use these effective practices.

A reduction in the class size in the lower grades has been implemented in several states, including Indiana and North Carolina, to help at-risk children and youth meet the new standards. New strategies for holding schools and school districts more accountable for the progress of students, including at-risk students, are being developed and used by a number of states, such as California, Kentucky, New Jersey, New York, and South Carolina.

Although it is premature to assess the long-term impact of the promising initiatives presented above, South Carolina and California have early results that indicate the collective viability of these efforts. South Carolina is employing a package of strategies to help at-risk children and youth. The initiatives include early childhood development programs, a massive state-funded remedial program in basic skills, effective school and teaching practices, a reduction in class size, and tough new systems of rewards and sanctions on school districts and schools based on student progress. After two years, the number of children and youth scoring in the bottom quarter in reading, math, and language arts has decreased by one-third. Absenteeism and truancy also have been cut by one-third in the state.

WHERE DO WE WANT TO BE IN 1991?

The variety of promising initiatives available to help at-risk children and youth meet higher educational standards has never been greater (McDonnell, Odden). The challenge to accomplish this mission has never been greater, and the time frame to do so has never been shorter. High expectations and positive results can be a reality for all students. If at-risk children and youth are to contribute their critical part to their economic well-being and the well-being of our communities, new bold actions will be necessary. This will require cooperation and assistance of educators, parents, business leaders, senior citizens, and policymakers.

By 1991, it is the task force's hope that each state will have taken steps to implement at least 75 percent of the recommendations in the Readiness Task Force's plan of action. If this is done, we would anticipate by 1991 an improvement in the percentage of children ready to enter school, improved basic skills performance among at-risk children, and improved attendance, compared to 1982. For the action initiatives to have an impact on the dropout rate, children and youth will have had to experience the actual implementation of these initiatives as preschoolers and as students from kindergarten through twelfth grade. Thus, a major reduction in the dropout rate by 1991 would be most desirable but not very likely since that date is only five years away.

GOVERNORS' ACTION AGENDA

Recommendations

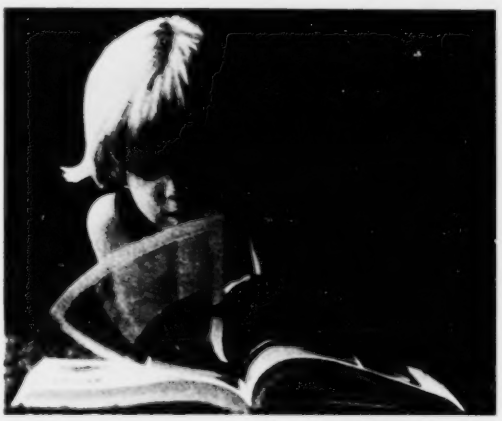
States have critical responsibilities to ensure that many more young people develop the basic and applied skills they will need to achieve their potential and to make significant contributions to the broader society. The Readiness Task Force heard numerous testimonies, received policy papers, and reviewed research findings.

The task force received many recommendations to help at-risk children and youth meet the new educational standards. Certain recommendations were more suitable than others for state-level action. Some of the recommendations appear to be more promising than others in helping at-risk youth. Some of the recommendations received seem to be more likely to be accepted by educators, parents, and citizens.

The recommendations for the Governors' Action Agenda made by the Task Force on Readiness appear not only to offer promising results, but also are appropriate for state level action and are likely to be accepted.

From the array of policy initiatives to help at-risk children and youth meet the new higher academic standards in the schools, the task force recommends that states seriously consider implementing as many of the following initiatives as are appropriate to an individual state.

The recommendations are divided into two sets. The first set focuses on helping preschool children have a good chance of being ready to handle first grade work when entering school. The second set calls for state initiatives to assure that at-risk children and youth in school meet the new educational standards.



State Initiatives to Help At-Risk Young Children Become Ready for School

1. Provide in-house assistance for first-time, low-income parents of high-risk infants.

Many children can be identified as "at risk" at birth. It is critical that these children receive appropriate stimulation as soon as possible to eliminate further unnecessary handicaps. Infant stimulation classes for parents and young children can reduce stress, provide support systems, and foster realistic expectations for children's development and learning. Early intervention, even prenatal counseling, is the most promising of all prevention measures. This is particularly helpful for children with multiple handicaps and the hearing impaired.

A pilot program in one state began sending state-trained parent educators into homes in 1982 to work with first-time parents to newborn infants. After three years, results showed that participating children had better thinking ability, skills, and knowledge.

2. Develop outreach initiatives using all community and religious organizations to assist young children who have only an absentee parent(s) or guardian(s) as his or her source of nurturance.

One in five of all children live in single-parent families. By 1990, nearly one child in four will live in a single parent household. More than half of all black children now live with their mothers only. Nearly 70 percent of women now are in the workforce; those with children need day care services. Estimates are that 10 percent of public school enrolled students are "latchkey children," in other words, without adult supervision for a length of time either before or after school, or both.

"States must continue to repond to the challenge of educational reform . . . maintaining and strengthening legislative actions year after year to strengthen academic standards and to reinforce the quality of classroom instruction."

Richard W. Riley
Governor of South Carolina

These statistics and their projected increase in the future clearly indicate the necessity for outreach initiatives through community resources. Young children need positive role models as well as stability in relationships. When parents are absent, the community at large must assume the roles of the extended family.

It is appropriate for the local community, such as the churches, synagogues, community centers, senior citizen groups, and civic clubs to assume this role because it generally reflects the value system chosen by the parent or guardian of the child. The outreach and support exhibited by this kind of cooperative community caring provide the much-needed assistance for the parent in his or her role; gives security and reassurance to the child; and allows the community to have an integral part in the development of responsible citizens for the future. Schools, perhaps together with other social service agencies, must play a role in providing child care and extended day services. A particularly promising strategy being tried in several cities is to allow parents to transfer their children to a school close to where they work, usually near the center of a city. Usually, this fosters both ethnic and economic integration, and in many cities, puts excess city school space to good use. One major difficulty in carrying out this strategy is that often these children remain unidentified. Their childhood is stolen by responsibilities beyond their years or by deprivation of socialization so necessary for healthy development. The community must join hands in the identification of these children through all available avenues. One means of accomplishing this goal would be to establish local community interagency advisory groups committed to cooperation, information sharing, and communication. Together, community organizations would plan program and services to fill in the gaps and meet the needs of children and their parents.

3. Provide kindergarten for all five-year-old children.

Indisputably, research indicates that children who have had kindergarten experience perform better in the first grade than those who have not. This is a first and basic step toward providing readiness experiences so necessary for at-risk children.

Further, research shows that small kindergarten class size (fewer than sixteen students) can produce additional social and cognitive gains for at-risk children. As a result, kindergarten should be required for all five-year-olds. While the research is mixed on the impact of full day kindergarten, several states and large city districts have begun to offer full-day kindergarten programs. With the rising incidence of mothers in the workforce, such programs are needed simply for day care. A study in South Carolina found that low-income children with no kindergarten had a 38 percent rate of retention in first grade compared with 12 percent for low-income children who had preschool experience. Children from all income levels did better in first grade if they had attended kindergarten (Schweinhart).

Based on a study in Tennessee, kindergarten attendees outperformed nonkindergarten-attending classmates eight grades later on the Tennesse Basic Skills Test. The study also concluded that retention rates were reduced significantly for kindergarten attendees. The cost savings to Tennessee was estimated at $2.5 million per year (Sava).

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4. Provide quality early childhood development programs for at-risk four-year-olds, and, where feasible, three-year-olds.

At least six major scientific longitudinal studies have indicated that good preschool programs for at-risk children help prevent school failure. Research now shows that quality preschool programs can have both short-term and long-term effects. For at-risk children, they can improve student performance in schoolfrom the elementary through the secondary level. The achievement level at first grade is higher and there is less grade repetition, as well as reduced need for special education classes. Quality programs reduce the high school dropout rate, increase the college attendance rate, increase employment, and reduce the welfare and crime rate after high school. Quality preschool programs are also cost-effective in the long term, providing $4.50 in benefits for each dollar spent (Weickart).

High quality means a low class size (fifteen to twenty students to one teacher and an aide) and a focus on social development and academic readiness skills. High quality does not include academic readiness skills or academic training incompatible with developmental stages. Recent research suggests inappropriate academic training at this age can have harmful long-term effects. The early years of a child's life are the foundation upon which all skills will be built. If there are weaknesses in this foundation, early detection and correction are essential to future growth and learning. In 1983, only 29 percent of at-risk three- and four-year-olds in the United States were enrolled in preschool programs.

Availability, accessibility, cost, and parent education are key factors in meeting the needs of these at-risk three- and four-year-olds who remain unserved.

One of the first questions in developing early childhood programs is their purpose. Will state-sponsored programs be targeted at families or children at risk or children from a particular income level? Will the programs include only educational and development components or also a day care component? Based on existing programs and demographics,, states must determine which programs are the highest priority. For example, some states may choose half-day early childhood programs for four-year-olds from low-income families as the highest priority given their resources; others might decide parent training for infants is their first priority; and others might decide that full-day kindergarten should be the first step.

Another critical question to be considered is which agency or organization will provide the programs. Should these programs be restricted to public schools? Should public school districts be permitted to contract with other groups? Should existing early childhood education providers be permitted to participate? If so, under what standards? Factors in choosing an agency to deliver the service should include its cost-effectiveness and likelihood to receive funding and support.

A related question is the standards that early childhood programs must meet. These would include staff qualifications, staff/child ratio, age-appropriate curriculum guidelines, parent involvement, and availability of health and social services.

The question of standards leads to the issue of interagency cooperation. In many states, there are a variety of programs providing benefits to low-income families or families with young children. These human services providers must be challenged to increase communication and cooperation in providing programs.

5. Provide all interested parents of preschool children with information on successful parenting practices.

People are not born successful parents. Effective parenting comes as a result of understanding the relationship between development and behavior. Becoming a parent for the first time can be frightening, especially for a young parent. With the high mobility in today's society, extended family members often are not available to help with parenting responsibilities or give guidance to young parents. Research shows that parents of at-risk preschoolers can benefit from training in parenting, child rearing, and reading and talking to their children. The impacts on their children are broad-ranged and produce increased performance in both affective and cognitive skill areas. Such programs are effective at least through the elementary grades. Research also shows that such programs are inexpensive and succeed with all kinds of parents, highly educated or not.

States can help parents and support them in their role by providing free parenting resources and training sessions through appropriate public and private agencies. In addition, the media can help raise the level of public awareness and identify helpful resources. The importance of effective parenting and the effective relationships developed between parents and public/private agencies during their children's preschool years tend to result in effective relationships between parent and schools in later years.

6. Stress continued improvement of developmental and educational programs in day care centers for preschool children. This includes improving staff development and inservice training, and providing for accreditation or similar standards for day care centers.

The programs across the nation for young children are diverse in nature, quality, and educational level of teachers. It is important that appropriate developmental training be offered as inservice training for preschool teachers and aides. Creative use of educational television and junior- and senior-level colleges could provide low-cost training for day care workers and preschool teachers, many of whom do not have associate or bachelor degrees. Self-improvement efforts, such as the Child Development Associate credential, must be continued and expanded. Appropriate incentives for educational achievement must be offered.

The quality of the program indicates how effective the environment will be for a young child, in particular, the at-risk child. Until recently, there has been no other widespread effort to establish national criteria that child development or child care programs could strive to meet. During the last two years, the National Association for Education of Young Children (NAEYC) has developed and field-tested criteria by which child care providers can measure quality programs (National Academy of Early Childhood Programs). NAEYC has trained validators to work with programs that have chosen to participate in the NAEYC accreditation program. Many states are using NAEYC's criteria to achieve some commonality of quality and training.

7. Develop state and local structures through which all agencies work together to provide appropriate programs for young children and their parents.

Every effort must be made to capitalize on the strengths of all those who provide quality services for preschool children at the state and local levels. Innovative, creative, and cooperative approaches for providing services for children are a must. If present national and state trends continue, cooperation among those who provide services for preschool children will be the only method of providing comprehensive child development programs for our children. There will never be enough money to go around.

State Initiatives to Assure that At-Risk Children and Youth Meet the New Educational Standards

1. Provide extra help in the basic skills for students who have major deficiencies.

As a nation, we cannot accept the adage that only 50 to 60 percent of all students are capable of academic achievement. We cannot rely on the survival of the fittest. Students need to experience success early if they are to stay in school. Being retained one grade increases the risk of later dropping out by 40 to 50 percent; two retentions, by 90 percent. Business and education leaders stress that *all* students, including those who go to work directly from high school, need basic skills competencies as do those entering college. We must not deny students the skills needed to succeed in today's society.

Students who are at a disadvantage are the fastest growing population in degree and volume. Students who enter school with skills far behind their peers, or those who fall far behind after entering school, may find higher standards forbidding barriers rather than positive challenges. Without extra help, these students are at risk of failing before they can benefit fully from the opportunities of public education. We must make political policy commitments to adequately fund remedial and compensatory programs at all grade levels in basic skills of reading, writing, math, and science. Resources do make a difference. The payoff comes in higher employment rates, higher productivity on the job, and less poverty and crime.

In developing remedial programs, policymakers are confronted with a series of issues that should be resolved in advance of implementation. First, states must ensure that they have a system in place that provides comparable information about the basic and academic skills and retention of students through the state. It will not be possible to make decisions about progress, or the lack thereof, if such a system is not developed.

Policymakers will have to decide how much autonomy they want to give districts to establish remedial programs. There is an enormous array of such programs that have been developed. Some involve the "pull out" model; others place assistants directly in the classroom. In some states, computer-assisted instruction appears to have produced cost-effective gains for students performing below acceptable levels. Several states have used alternative programs to improve skills and attitudes of students who have not succeeded.

Assuming a state does not mandate a remedial approach, it may want to take some responsibility for helping districts learn about different programs. This could involve establishing meetings, supporting publications, and using other devices to help districts select remediation strategies.

States will have to determine how they will react to districts' successes or failures. What standards will the state use to measure district and school performances? Some districts will do better than others. Will the state provide incentives to outstanding districts or schools, and if so, what kind? What intervention will the state make in districts where there is a lack of progress?

2. Develop incentives, technical assistance, and training for teachers and principals to employ effective school and classroom procedures and practices.

There is a growing body of research in schools and classrooms that indicates that certain practices and strategies help all children learn. In other words, effective schools research, when applied, gets results for all students. The way a school uses its resources is as important as the absolute level of the resources—in other words, adequate funding and effective and efficient use of those funds together to produce outstanding results. Effective management strategies and instructional processes, for example, do not cost much, yet they hold great potential for chronically low-achieving students.

Policymakers and educators need to continue and expand such activities as staff development, principal training, and school planning. High expectation—the belief that *all* students can master basic skills and staff *can* help students attain mastery—is related to improvement.

School-level planning and implementation of school individual improvement strategies can be built around effective school and classroom research. The involvement of teachers along with the principal and parents in these actions is critical.

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3. Provide a challenging curriculum for all children.

Children who start out behind often stay behind. Schools need a common core of learning to which all students can aspire. Remedial and compensatory programs can support the core curriculum and should provide students with skills for the next level or more advanced work, not dead ends. Curriculum can be adopted and modified to accommodate all students' needs without diminishing content. Dropping out is often a result of nonchallenging courses. For example, one study found that in California, dropout rates soared when standards were loosened and students were offered more freedom than they could handle successfully (Honig). In South Carolina, after the new Education Improvement Act standards were implemented, the dropout rate declined by 4.7 percent annually, and 1,000 more students stayed in school. Attendance increased by an average of 9,300 additional students present daily (Division of Accountability). Barriers to taking certain courses such as inadequate counseling, labeling, and lack of encouragement need to be eliminated. Special attention should be given to course scheduling and the relationship between courses, sequences, and work and college requirements for at-risk students.

4. Provide valid and reliable assessment of student performance so students, parents, and teachers can work to correct deficiencies.

It is important to use assessment to help students. Testing should identify student strengths and weaknesses relative to achievement and the level of mastery of a subject with respect to learning objectives. Assessment that is used to show how achievement relates to success in subsequent subjects or courses of study can help advise students, faculty, and parents on placement, intervention, and special assistance. Parents who are included will be more able to help children select proper courses. School personnel must be taught how to use data to assess effectiveness of instructional programs, to design programs for correcting student deficiencies, and to use data for correcting student deficiencies. Results also can be used to show students what they know in relation to what they need to know for immediate and long-term goals.

5. Reward schools for making progress in educating all children, including at-risk childreen.

Teachers often feel isolated in their own classrooms, and as a result, school personnel often lose sight of the overall progress of the entire school. A necessary and effective means of motivation is rewarding schools for accomplishments such as performance, attendance, and communications between home and school. Recognizing progress of all students stimulates involvement, responsibility, and pride in planning strategies for maintaining this progress and striving for further improvement. A reward program can be the catalyst for improved instructional leadership. The formulas by which money is distributed to schools generally do not reward excellence or improvement. In fact, some formulas may inadvertently give money for decreasing performance. Directly rewarding excellence and improvement for at-risk children is an important initiative.

6. Establish cooperative programs involving schools and homes so parents can learn how to support their children's teachers.

Some parents often feel they cannot contribute to their child's education or school's success. Success in school requires active partnerships among students, parents, educators, and community. To involve parents we must help them understand and participate in, where possible, the policy-making process. We need to help them understand and support the new standards and acquire positive attitudes about academics, and understand the value of helping their own children in school. By keeping parents informed of education changes and choices and consequences for children, we enlist parents as partners and help them establish home environments conducive to learning. In communication with parents, schools must be flexible and creative in meeting the schedules of parents, many of whom are single parents or working parents.

7. Develop incentive programs or direct state aid to reduce class sizes of kindergarten and the lower grades.

The issue of class size has generated considerable debate among researchers and practitioners. It seems intuitively logical that dramatically smaller classes (one teacher to fifteen students) should improve the teaching and learning processes. Some observers believe that smaller classes from kindergarten through the third grade could be a key factor in improving education in the United States. Illinois, Indiana, Tennessee, and Texas have undertaken studies and projects that document the value of smaller class size. Indiana's Project Prime Time compared the achievement of first graders in small classes (about eighteen students) with that of first graders in larger classes (twenty-two students). The final report provided overwhelming evidence of the gains in scores for students in the 1984–85 small classes as compared with the larger classes of the 1983–84 school year (Indiana Department of Education). Tennessee State University's Center for the Teaching of Basic Skills has two projects underway. Early indications of this study are as follows:

- class size of fifteen had positive effects on pupil and teacher behavior;
- smaller classes had fewer interruptions;
- students showed more consideration for one another;
- potential discipline problems could be identified and resolved more quickly;
- more learning activities took place;
- teachers had more teaching time; more one-on-one time, and more time for in-depth instruction;
- more individualized instruction led to reduced need for reteaching; and
- greater interaction among students increased mutual understanding.

In Texas, the Ross Perot Commission on Education recommended a class size of fourteen through the third grade. The fact that class size is a key to kindergarten is well documented.

8. Establish alternative programs to work with high school students who have dropped out of school.

Many at-risk youth in high school need an alternative program and possibly an alternative setting to complete their high school studies. Characteristics of successful alternative programs identified by research are:

- Structures, usually small in size, that provide a cohesive school community with a strong sense of affiliation, similar to a membership organization.
- A variety of environments, from which the student selects the one to which he or she will make a commitment. Examples are stress academies with strict attendance standards and focus on academic skills; caring communities for those who find it difficult to deal with the impersonal nature of large schools; enterprise programs in which goods are produced for sale; and work brigades that entail doing service work for others.
- Learning ethos characterized by clear and fair rules, rewards for individual effort and progress, and emphasis on academic excellence.
- Instructional modes that include individual, small group, and whole group instruction and that stress cooperative rather than competitive learning.
- Job opportunities for learning behaviors needed in the work place and for earning money needed for individual economic reasons; and
- Community and business backing and support.

All high schools should provide some range of education programs, different from what is available in the regular high school.

9. Establish a mechanism for state intervention into school districts when progress is not being made with low-achieving students.

Outside intervention into school districts also is warranted in extreme conditions when multiple indicators of educational performance are below acceptable standards. State government is legally charged with the responsibility for public education and provides a major share of the funding.

Considering the high mobility of today's population and the long-term costs to the *entire* state for increased welfare, prison, and health costs resulting from poor education, toleration of poor educational performance in certain districts makes little sense educationally or economically. Such intervention might initially include technical assistance. If school districts resist such assistance, or if progress is not made after technical assistance is provided, states should take additional actions, which could include removing administrators.

HOW WILL WE KNOW WE ARE SUCCEEDING?

The assessment of the degree to which states are successful in helping at-risk children and youth should consist of two categories of indicators. First, an annual evaluation until 1991 should be made to determine to what extent the recommended strategies of the Readiness Task Force are implemented in each state. By 1991, a laudable goal would be for each state to have implemented 80 to 90 percent of the recommended strategies. A checklist to make such an evaluation is shown in Chart 1.

A second assessment of progress in helping at-risk children and youth meet the new education standards should consist of an evaluation of indicators of outcomes. Due to differences among states and school districts in the availability of data, uniform assessment nationwide of the progress made in helping at-risk children and youth meet certain outcomes will be difficult. However, several indicators of progress are available in some states and will be in others over the next several years.

Such an assessment of outcomes should consist, where possible, of the following indicators:

- readiness to enter first grade;
- progress of students in meeting minimal basic skills standards or moving out of the bottom fourth on basic skills tests;
- reduction in attendance and/or truancy in the schools;
- reduction in the dropout rate.

Indicators of readiness, such as child developmental instruments, and progress in the basic skills, particularly in the lower grades, will offer some evidence of the success of the early childhood development and education initiatives recommended by the task force. Progress in the basic skills and reduction in attendance and/or truancy will offer some evidence that the inschool initiatives recommended by the the task force are working. A reduction in the dropout rate will probably be caused by the collective impact of all the initiatives and will therefore take a number of years to affect.

To provide an understandable assessment of these outcomes for at-risk students, it would be appropriate for states to report data using 1981–82 or 1982–83 as a base year. This would allow a comparison before and after the latest wave of educational reform that hit the United States.

OVERCOMING OBSTACLES

Change is never easy. Making new investments in tight economic conditions is also difficult. However, investing in strategies to help children and youth at risk of failing is by far a better economic venture than the eventual cost to all taxpayers when these same children and youth drop out of school and are unemployable because of poor basic skills. Educational problems are much easier and less expensive to solve earlier than later. In the past, dropouts, youth, and adults with poor basic skills were generally very employable. In the future, this will not be the case. Action is needed now.

Despite the urgency to act to help at-risk children and youth meet the new educational standards, Governors and states that try to initiate the recommended strategies will likely face a number of obstacles.

Possible Difficulties

Perhaps the two greatest obstacles to implementing any of the early childhood readiness recommendations at the state and local levels will be lack of communication and understanding among the advocates, and their fears of losing control of existing programs and resources. When new programs or initiates are proposed, the following questions must be asked: Who can best serve whom? How will quality be maintained? How will teachers be trained? How will the programs and teachers be evaluated? For example, serving the four-year-old at-risk population raises many concerns for the providers already serving some of these children. As suggested by this task force, state and local interagency structures can be put into place as forums for gathering information, sharing resources, planning cooperatively to avoid duplication, and reaching consensus on the who, what, why, when, and how much money new initiatives will demand. Early discussion of these issues can help diffuse "turf" disputes and lay the groundwork for future cooperative ventures in the public and private sectors. For any new early childhood program to succeed, there must be unity and consensus in the early childhood community.

Another obstacle to passing legislation for mandatory kindergarten or voluntary programs for at-risk four-year-olds will be the problem of finding space. While some schools have vacant rooms, some may not. One possible solution for this problem is for schools to contract with private providers, such as churches, community centers, individuals, or Head Start, carefully building in measures for quality control. This approach has the potential to increase cooperation among child care providers, improve the level of training for teachers and aides, and facilitate before- and after-school care.

Another obstacle likely to surface will be special interest groups who oppose mandatory kindergarten for five-year-olds. While there is documentation that at-risk children who attend kindergarten perform better in school than those who do not, there are parents who choose to keep their children at home. Their actions may be based on personal choice, religious conviction, or research that differs philosophically about the benefits of early childhood education. One solution to this dilemma is the use of a waiver. A parent who wishes to keep his or her child at home must sign a waiver taking full responsibility for that child's education and developmental growth during that year. The child will be evaluated upon school entry and placed in an appropriate class.

The preschool and inschool initiatives will require ongoing funding and a long-term commitment for full implementation. These are programs that will succeed over time and will require a legislative commitment to permanent funds. For instance, compensatory and remedial classes are not inexpensive, and training teachers to implement these programs takes time. Careful education of the legislature, school community, parents, and citizens about the needs and benefits of strengthening basic skills of at-risk youth will help the recommendation live more compatibly with its price tag. Consensus on a funding mechanism is a must if programs are to be adequately funded for permanent implementation. People may label this approach as a "giveaway" program, not realizing that at-risk children and youth who drop out or have poor basic skills will cost taxpayers many more dollars in welfare and prison costs in the long run.

When initiating measures to meet the new educational standards beyond preschool, the educational community must be together. Teachers, principals, and superintendents must speak with one voice; there must not be a divided house. Educators and parents comprise less than a majority of the population. Division among the ranks makes funding and improvement very difficult.

The use of incentives to encourage professional growth and reward schools for making progress can be an opportunity or an obstacle, depending on how this approach is handled. This is an area where the business community can provide effective leadership. Business leaders working with parents, teachers, principals, and administrators can develop a system that incorporates the ideas and concerns of education and business. This is a long process and it takes time to develop a workable plan that endorses the concept of collegiality, yet allows for the advancement and recognition of the individual. The business community is interested in this approach because it has increased the level of professionalism and productivity in businesses around the world. Business sees this as one means of encouraging bright young teachers in the classroom, creating more effective schools, and eventually producing better qualified employees for the workforce.

Another obstacle to be addressed is that of state-level intervention in school districts designated as "educationally impaired." There is a strong argument that school districts need to be autonomous, maintaining a healthy degree of local control. They need to tend to their own business and work with their school boards and communities to effect change. Generally, this is true. However, all states are constitutionally responsible for public education. In addition, all states have the responsibility to use public tax dollars wisely. Allowing an impaired school district to continue to operate with unacceptable standards of teaching and student achievement is poor use of tax dollars and human resources. In some instances intervention may be the only means of giving hope to a community. One way to approach this might be for state-level business, education, and government leaders to meet with leaders at the district level to discuss and agree on realistic goals for improvement on a variety of criteria.

Intervention methods can be looked upon as steps towards regaining local autonomy and developing school pride in the process. The attitude with which this intervention procedure is undertaken will determine the degree of success. Attitudes are as important as facts, no matter how unacceptable a situation appears to be.

"While competition overseas is getting stiffer, getting results at home is getting harder because children from low-income, single parent and minority families are more likely to be poor, more likely to drop out of school and therefore, less likely to develop the strong skills needed to find and keep a good job."

Lamar Alexander
Governor of Tennessee

Finally, the most difficult obstacle to overcome may be the most illusive—public apathy. Unless public enthusiasm for improving the quality of public education is nurtured, the public may slip slowly into a state of apathy. One way to prevent this from happening is to involve business, industry, and civic leaders in oversight committees, maintaining a high level of public and private accountability. This provides an ongoing assessment of needs in the job market, as well as an evaluation of the products of the new educational standards. It is most important to keep the news media informed of progress and involved in all efforts to maintain quality.

The one thing all states can count on is that there will be obstacles, many of which cannot be anticipated. The important thing to remember is to have a mechanism through which problems can be anticipated and alternatives can be proposed. Strategies must be planned to meet anticipated obstacles, and materials must be prepared to defend each position. Materials must be accessible to legislative advocates for use at a moment's notice. When unexpected obstacles do occur, they must be addressed immediately and there must be careful preparation for responsible compromise. Communication and cooperation between community, business, agency, legislative, and education leaders are essential for overcoming obstacles and for successfully implementing these recommendations. The benefits are worth it. Our children deserve it.

CHART I: NATIONAL GOVERNOR'S ASSOCIATION IMPLEMENTATION CHECKLIST
YEAR: ____

STATE: _____

ACTIONS TO HELP CHILDREN AND YOUTH GET READY TO MEET THE NEW EDUCATIONAL STANDARDS

Recommendations	*Doing*	*Phasing In*	*Discussing*	*Not Interested*
A. *State Initiatives to Help At-Risk Young Children Become Ready for School*				
1. Provide in-home assistance for first-time, low-income parents of high-risk infants.				
2. Develop outreach initiatives using all community and religious organizations to provide assistance and support to young children who have only an absentee parent or guardian as his or her sole source of nurturance.				
3. Provide kindergarten for all five-year-old children.				
4. Provide intensive, high quality early childhood development programs for all four-year-old children from at-risk families, and where feasible, three-year-olds.				
5. Provide all parents of preschool children with information on successful parenting practices.				
6. Stress continued improvement of developmental and educational programs in existing day care centers for preschool children.				
a. Improve staff and inservice training.				
b. Provide for accreditation or similar standards for day care centers.				
7. Develop state and local structures through which various agencies work together to provide appropriate programs for young children and their parents.				

Recommendations	Doing	Phasing In	Discussing	Not Interested
B. *State Initiatives to Assure that At-Risk Children and Youth Meet New Educational Standards*				
1. Provide extra help in basic skills for students who have major deficiencies.				
2. Develop incentives, technical assistance, and training for teachers and principals to employ effective school and classroom procedures and practices for all children.				
3. Assure the curriculum is challenging for all children and that children who start school behind or fall behind are not permanently tracked into a less rigorous curriculum.				
4. Provide valid and reliable assessment of student performance so students, parents, and teachers can work to correct deficiencies.				
5. Reward schools for making progress in educating all children including at-risk children, through cash grants, public recognition, and tangible symbols such as flags or trophies.				
6. Establish cooperative programs involving schools and homes so that parents can learn how to support and assist their children's teachers.				
7. Develop incentive programs or direct state aid to encourage schools to reduce the class sizes of kindergarten and the lower grades.				
8. Establish alternative programs to work with high school students who have dropped out of school.				
9. Establish a mechanism for state intervention into school districts or schools where progress is not being made with low achieving students.				

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"While the computer in the classroom has often occupied center stage, other technologies are equally important. Applied technology can accomplish much, but only when it supplements and complements the capacity of the teacher. Technology is not a replacement for, or an alternative to, professionals in the classroom."

John H. Sununu
Governor of New Hampshire

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DEFINING THE ISSUES

Technology has helped many American businesses become more cost-effective. In manufacturing, agriculture, real estate, and office operations, technology has dramatically increased the amount that an individual can produce, create, and accomplish in a given period of time. However, despite extensive purchase and high expectations, most American schools have not become significantly more cost-effective or more efficient because of technology. The structure of most schools has not changed significantly because technology is available.

The challenge facing us in education is to find ways technology can be used to improve or assure:

- more effective instruction for higher order skills through simulations;
- coaching and tutoring of students, through artificial intelligence capabilities;
- access to, and ability to manipulate, information through computerized databases;
- enhanced repetitive drill and practice, including corrective feedback;
- educational opportunities for handicapped students;
- better record keeping and reporting of information at classroom, school, district, and state levels; and
- productivity by allowing schools to experiment with a variety of new staffing strategies.

The major priority must be to use state powers to help schools reorganize, using technology and other means, so that they become more effective and efficient.

It is clear that technologies available to schools are changing rapidly. New versions of computers, videotape players, satellite transmission equipment, digital televisions, and material to use with technologies are produced literally every month.

A study commissioned by the National Governors' Association found that sending satellite transmissions to students who attended isolated rural schools was one of the most cost-effective uses of technology presently available to educators (Pogrow). A number of states have cooperated to support production of video programs involving state public television networks, videodiscs, and videotapes. The same authority believes more attention should be paid to interactive videodiscs, noting that they are being used widely and successfully in the military and private industry (Hall).

We know computers and other machines such as robotics have made dramatic new educational opportunities possible for handicapped students. Some developmentally disabled children who previously had been regarded as unable to communicate are now able to do so because of computer capabilities (Hagen).

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While many technologies are being used, there is vigorous disagreement about the most effective ways to use them to improve educators' productivity. This lack of consensus comes partly from a lack of research, and partly from conflicting research.

An excellent example is the debate over computers. It is possible to use computers in many ways, and authorities do not agree which are the most appropriate at this point. Some believe that computer-assisted instruction is not the most appropriate use of computers. Rather, they emphasize that computers can reduce the time teachers and administrators spend on paperwork. One study found that using a particular software program to manage special education reduced the average amount of time a teacher spent updating federally required paperwork from seventy minutes to twelve minutes per student (Watts). One influential authority argues that the most important application of computers in education is to teach programming (Luerhrmann). However, a major analysis by another investigator concluded that at present, using computers to increase skills is most effective in mathematics, especially at the elementary school level, and that training in a programming language does not transfer to provide benefits in traditional subjects (Pogrow). On the other hand, some investigators have found that computer-assisted instruction could have dramatic positive effects across the board for all students (Kulik), while others conclude computer-assisted instruction is more appropriate and effective for students of certain ages, and in certain subjects (Roblyer).

Reviewing research on computers and writing, Harvard's Colette Daiute found that "teachers who observed student writers noted that students wrote more and revised more when they used computers than when they used pens or pencils." Other authorities stress that computers should be used as a way to help students learn to solve problems. These authorities point to experiments in which elementary and high school students were able to successfully resolve problems previously thought to be much too complicated for them (Tucker, Schwartz). These investigators believe that students should learn to regard computers and other technologies as "tools of those who are learning rather than tools of those who are teaching" (Schwartz). Preliminary research indicates that computers can help students learn to solve problems, as long as their teachers have participated in an intensive training program before starting to use the curriculum (Pogrow).

One researcher who has completed several surveys on uses of computers notes that major shifts in thinking are underway. Several years ago, most secondary schools used computers to help students learn computer programming. Today, about 30 percent of secondary school teachers in a national study said the most useful application of a computer in school is as "a tool for students to accomplish an academic task as in writing, analyzing data, or solving problems." Fifty-five percent of teachers said the best application was as a resource to help students to learn more about computers, and about 15 percent said the most useful application was to improve students' basic skills in mathematics and language (Becker).

There is not yet a full understanding of all the effects of different applications of technology. Some impacts are surely unintended. For example, research in one state found disturbing attitudes among elementary and secondary students who had participated in what educators viewed as model computer programs. After participating, most students "were not interested in computers, did not intend to use them as adults, had many misconceptions about them, and had many stereotypes about computer users." The courses students had taken emphasized ways to program computers. The unintended lesson was that using computers does not necessarily improve the quality of education (Pulos, Fisher).

The lack of consensus within the educational community about the most appropriate and cost-effective use of various technologies creates problems, both for educators and the companies that are trying to develop materrials to meet their needs. When publishers and vendors are not sure what educators want, it is difficult for them to know what to produce. When educators are not sure what they as consumers need, it is difficult for them to develop priorities for corporations to satisfy. Publishers do not know, for example, whether it is more profitable to publish material to supplement a textbook, or to concentrate on materials that replace a text.

Some observe that the economics of using computers in school make it unlikely that high quality materials will be produced for elementary and secondary schools. Production costs of textbooks are far lower than costs of computer software, and textbooks require no machinee to activate them (Tucker). Others acknowledge this but maintain that the price of software development can be brought down if markets are aggregated and priorities identified (Blaschke, Hall, Mielke).

Given a lack of consensus and a volatile market, educators and policymakers are understandably cautious about making long-term commitments. But the efficient use of resources requires planning, tentative though it may be. Districts must establish priorities for the use of technologies in their schools. How much emphasis will be placed on administrative applications, how much on instructional? What kinds of instructional applications will be stressed? Which curriculum areas, whhich students? Districts must decide whether to purchase or lease equipment. Having followed the use of technology for many years, one federal official thinks districts could find leasing to be a more cost-effective approach (Withrow).

During the hearings, states were encouraged to help districts plan their use of advanced technologies (Valdez). In the past, millions of dollars have been spent to purchase machines for schools, many of which were subsequently discarded (Fisher). Most districts have not done careful planning before purchasing computers and other devices. A 1984 survey by the National School Boards Association found that while 96 percent of school districts were using computers for instructional purposes, only 14 percent had planned how they were going to purchase and use software.

"When you go to the hardware store to buy a drill, you do not actually want a drill. Instead, you want a hole. They don't sell holes at the hardware store, but they do sell drills, which are the technology to create holes. We must not lose sight that technology, for the most part, is a tool and it should be used in applications which address educational concerns or problems. We should, therefore, focus on the appropriate application of technology, rather than on the tool itself."

Dr. Geoffrey H. Fletcher
Texas Education Agency, Division of Educational Technology at Task Force Hearing on Technology

Another major issue identified during the hearing process was the role of states in trying to assure that disadvantaged students have equal access to advanced technology. Affluent areas generally have somewhat lower machine-to-student ratios than low-income areas. Some witnesses felt that the state should be responsible for equalizing these ratios. However, supporting such an approach requires a major funding effort to equalize numbers of machines and to provide for the training of faculty in areas that are unable to support these actions (Roberts, Becker). Further, it is inconclusive whether such a "corrective" action will be consequential unless the receiving schools take additional steps to integrate the technology into their curriculum. Clearly, then, reducing the ratio of students to machines is not a sufficient goal. Policymakers must consider the most appropriate, effective ways to use these machines, or the investment will have little return.

Another issue states must face, either individually or jointly, is the need to focus and increase their own efforts in research and development. One investigator pointed out that American industry spends about 2.6 percent of its total expenditures on product research and development. He believes that such a percentage may be appropriate for state government to spend on educational research (Fisher).

Along with the realization that various technologies could help make the education process more effective and efficient, it must be remembered that familiarity with different machines will be a necessity in the job market in the twenty-first century. Part of the preparation for employment must be an understanding of how to use computers and other advanced technology to solve problems (Tucker, Valdez).

Where Are We Now?

States are using a variety of technologies to create new opportunities for their citizens. Kentucky, which ranks last in the percentage of students who have high school degrees, is using its statewide public television system to increase the number of citizens who have earned a general equivalency diploma (Welch). Alaska, Minnesota, Texas, Utah, and Virginia are using educational television to transmit courses to small, isolated schools where students otherwise would not have access to critical subjects.

Over the last five years, millions of machines and supporting materials have been purchased. One estimate of the number of computers in schools is an increase from about 30,000 in 1981 to more than 1.4 million in the 1985–86 school year (Educational Turnkey Systems, Blaschke). Elementary and secondary public schools spent in the last year an estimated $550 million for computers and $130 million for software. These figures do not count the increase in purchase of videodiscs and other new machines. One national marketing group estimated that at the beginning of the 1985 school year, the value of computers, related equipment, and software in elementary and secondary schools was more than $1.5 billion dollars (Information Synergy Inc.).

Before 1980, only seven states had state policies on use of technology in education. Since 1981, approximately thirty-eight additional states have developed policies, including legislation, state board policies, and state department mandates and regulations (Blaschke).

States are establishing consortiums that focus on the application of individual technologies. While some states may prefer to stay out of such interstate financial arrangements, others have discovered that cooperative efforts can help districts get more for their money. The following are three examples of such efforts.

- SEED. Six Southeastern states (North Carolina, South Carolina, Florida, Louisiana, Georgia, and Alabama) have established a cooperative program to evaluate computer software. By working together, the states avoid duplicative efforts while having access to information developed in each of the states.
- Agency for Instructional Technology. Since 1970, states have cooperated to develop twenty-one instructional television, video, and computer products, at a cost of $24,600,000. All fifty states and several Canadian provinces have participated, though most were not involved in each project. States help finance a product receive unlimited duplication and reproduction rights for the life of the material. Overall, each state has provided about 2 percent of the costs for the projects in which they participated.
- Satellite programs. Alaska, Utah, New York, Texas, North Carolina, and Oklahoma are learning about each other's efforts to use satellite transmission and cable television to provide courses in remote areas. Several other states have expressed interest in working with this group. No formalized consortium has been established.

States also are undertaking a wide variety of specific efforts to improve the use of technology in schools. Some of these include:

Current State Programs

Alaska. The state has established a satellite television network (LEARN-ALASKA) that provides a vast array of programs to students in isolated villages. The state has also organized audio-conferencing capabilities to link schools throughout the state.

Arkansas. Project IMPAC-ARKANSAS established a private nonprofit organization that negotiated a statewide contract for the purchase of computers. This contract permits schools to receive a substantial discount on computer purchases. As part of this process, the state also experimented with different kinds of computers. This showed that, over a three-year period, a slightly more expensive computer was actually more economical than the computer with the lower initial cost, based on maintenance requirements.

California. California has established teacher centers throughout the state from which training and software review are available. The centers are run by teachers with assistance from the state. California also spent $2.5 million on a 1,400-page guide to integrating the best of video and microcomputer software into the elementary and secondary school curriculum. The project focuses on mathematics, language arts, science, history, and social science.

Maryland. Maryland's educational technology network provides assistance to school districts that want to purchase and use emerging technology. The state shares facilities with its public television station and has established demonstration sites for different applications of technology.

"American education has fallen into some deep ruts. . . unless the Governors push, small changes will be labeled reforms and nothing much will happen except spending more money."

Lamar Alexander
Governor of Tennessee

Minnesota. Minnesota uses incentives to help each district develop programs to use computers and other advanced technology. Each district is encouraged to establish its own plan for using technology. The plan must show that the district will provide access to women, minorities, and the handicapped. It must also show how training will be conducted and explain ways faculty and community members are involved in the creation of the plan. Once the state department of education approves the plan, the school district receives funds for training and purchase of approved software. The state has also funded fifteeen technology demonstration sites that are experimenting with various combinations of computers, videodiscs, cable television, and other means.

New Hampshire. New Hampshire is working closely with local school districts to encourage teachers to use computers to manage administrative and educational efforts within the classroom. The state is underwriting the cost of a large number of innovative efforts by groups of teachers to use technology to reducee the time required for class management so they can better use their time and capabilities for teaching.

New York. For the last three years, New York has appropriated funds to help school districts purchase computer hardware and software. Districts in low-income areas receive extra assistance. During the current year, the state has appropriated $21 million for this purpose. There are now more than 100,000 computers in the state's public and private schools. The state also is experimenting with interactive television and telecommunications programs to provide courses to rural students.

Texas. Rural school districts in Texas receive specialized courses via television and satellite transmission. The courses are produced by a private corporation undder contract to intermediate units. The state also has established a cooperative program with the Texas School Board Association to develop new materials. Texas requires that all students take a course in computer literacy in either the seventh or eighth grade.

Virginia. The state has established several demonstration schools to test different kinds of educational technology. One of the schools functions as a magnet school open to students from several districts. Another demonstration program serves not only its own students, but, through television, young people who attend schools miles away.

In some states, Governors have taken the lead by focusing the necessary state resources, bringing together the right expertise, and providing the political leadership required to initiate such efforts.

This sampling of experimentation is exciting and will help refine and clarify the most appropriate uses of technology in the schools. As states take the next steps in concert with their districts, there will be a need to pay attention to:

- the quality of the information being used to guide decisions and plans;
- the quality of the training being provided, making sure it's classroom relevant;

- state regulatory machinery—is it geared toward accommodating the changes in technology or is it too rigid;
- money—what should the state pay for, and how should it pay? If the state just pays for a machine in every classroom without assuring itself that the staff is prepared to use it wisely, then money is probably being wasted.

WHERE DO WE WANT TO BE IN 1991?

The single most important recommendation as a next step for each state is to develop a performance-based education system. It will be necessary to use a wide range of technologies in the classroom, district, and state to help make this happen.

- Schools will have a plan for the use of technologies geared to the individual learner.
- Schools will be managed efficiently as the use of technogy has been incorporated into the curriculum.
- Teachers and other staff will use new technologies, and they will have been trained based on their own identified needs.
- Schools will be encouraged and allowed to restructure staff/student ratios, curriculum, and clock time based in part on the use of a wide array of technologies.
- States will help the schools by establishing mechanisms to create efficiencies for the education enterprise marketplace.

Each state will have established a percentage of its education budget for research and development, and several states will have chosen to aggregate these funds to improve their potential impact. This will have produced numerous tests of the applications of various technologies and software throughout the nation. Through the cooperation of major national educational organizations, and federal government agents such as the Department of Education's Office of Educational Research and Improvement, and the National Technical Information Service, the results of these efforts will be maintained in a common database and will be available to all educational institutions at minimal cost.

All approved higher education institutions with teaching programs will use the results of the test, the plans, and the vendor activities to significantly review and improve curriculum for teacher education. Further, they will be deeply involved in providing continuous training to teachers, ensuring that innovations and efforts that improve performance are integrated into the training programs.

"In the long run, if we dare to take risks we will find that we have achieved excellence. Instead of being defeated by the massive size and the overwhelming ethnic diversity of our public school systems, we will have turned those systems into generators of economic productivity and social creativity. The question is, do we dare try?"

Richard D. Lamm
Governor of Colorado

GOVERNORS' ACTION AGENDA

Technology can be applied to help students move toward clearly defined goals, and that can play a role in improving performance of schools.

Governors have been, are, and must be significant players in helping schools use technology more effectively. Unquestionably, decisions on specific technology and its application are extremely complex and technical; these should be based on plans of the districts. This does not, however, preclude the adoption of certain principles by a state to encourage appropriate uses of technology and to maximize the use of limited funds. However, the state should avoid any specific mandates about how to use technology.

Recommendations

Governors can encourage the appropriate use of new technology in a variety of ways, including encouraging certain actions, providing technical assistance, and offering financial incentives. The recommendations rely on all these mechanisms.

Activities that States Should Strongly Encourage

1. All school districts will develop written plans regarding the use of various technologies, prior to purchase of any equipment.

The costs of hardware and software, while decreasing, are significant. Any such expenditure should be carefully and systematically weighed to ensure that it will help achieve stated objectives. Since states often provide substantial support in this area, the use of appropriate planning furthers good public policy. Plans should address issues such as desired results, impact of the proposed alternative technologies available, acquisition of machines, training, and equity of access to all students. Community members should help develop the plans. These plans should be revised every three to five years to reflect changes in knowledge, available equipment, and instructional materials.

2. All prospective teachers should learn about effective and emerging uses of technology in their respective curriculum areas.

During the hearings, the need for a well-structured, relevant, continuous training program was a major area of emphasis. Effective use of the technology requires such support. This learning might occur in university-based courses, as part of internships in elementary or secondary schools that have made good use of technology, during training provided by private vendors, or some combination thereof.

3. ***Every university teacher education department should develop relationships with as many schools that use technology as possible, to bring together education professionals of all levels to share ideas on the most effective use of technology, to use outstanding district administrators as adjunct faculty, and to provide internships for undergraduate and graduate college students.***

States have a major investment in the education of teachers. By providing numerous opportunities to exchange ideas and experiences, among faculty, educators, and administrators, all participants will benefit.

Efforts for which States Should Provide Technical Assistance

1. ***Help school districts and schools write informed, appropriate plans on the use of technology. Such assistance could come from the state department of education, intermediate units, universities, and outstanding school- or district-based educators.***

Rather than merely mandate a plan, the state can better serve schools by providing technical expertise to help districts carry out an effective planning process.

2. ***Help school districts, schools, and universities develop and establish continuous training programs on the appropriate uses of technology and ways to incorporate it into their curriculum.***

As performance-based educational systems evolve, the use of technologies that maximize student achievement should be continuously incorporated into training. Training should be reassessed regularly on the basis of new facts from research and development activities around the country.

3. ***Share data on costs and achievement from experiments being conducted within their respective states.***

As districts and schools try various software and machines to improve performance, they should be able to share the lessons learned with other schools and districts that are attempting to do the same thing. A number of states are trying new arrangements in magnet and model schools. States may wish to establish their own experimental programs for research and demonstration purposes.

4. Aggregate purchases and establish wider markets.

Producers and consumers of hardware and software agree that the market for educational technology is much too diffused. This leads to great frustration and higher costs. Vendors are asked to provide examination materials to many individual districts and to make numerous sales contacts. States couuld negotiate statewide multivendor contracts, which could help both producers and consumers. State departments of education can bring districts together to review, purchase, and/or lease materials. Cooperative purchase agreements serve both producers and consumers by creating larger markets. It is an appropriate state policy goal to minimize the cost of software and hardware, while maximizing the quality and breadth.

Activities for which States Should Provide Financial Incentives and Assistance

1. Encourage appropriate local district planning for the use of technology by providing financial support to help districts purchase equipment to implement the plan.

This would provide a major incentive for good planning and allow the state to set standards and criteria for quality control in the planning process. The financial support could be a percentage of the total cost or a maximum dollar amount.

2. Establish and improve training programs for educators about cost-effective ways to use educational technology.

One of the central lessons of previous experiences with technology is that educators did not learn enough about the machines to feel comfortable and proficient with them. Virtually all witnesses testified on the need for significant training. Assuming limited funds, the task force believes that at least 10 to 20 percent of state funds allocated for acquisition of various machines should go for training programs. The task force strongly believes that states must make a greater commitment to support training programs. Arrangements must be made to provide access to various sources of training, rather than relying exclusively on one institution or another. Part of any training program should be evaluation of its quality. Continued funding should depend at least partly on the evaluations of student achievement.

3. Encourage and assist school districts that are willing to experiment with ways to restructure school environments to increase educator productivity by using various forms of educational technology.

Such experiments would enable educators to explore the full capabilities of various technologies, while changing the way learning and teaching is organized. Present indications are that about half of the nation's teachers will retire over the next decade, making it an excellent time to experiment with new and potentially more effective educational arrangements. While the task force has no wish to limit creativity by listing possible components of experimental programs, the following have been suggested and are worth considering:

- Provide each certified teacher with some combination of technologies to reduce paperwork and increase efficiency.
- Permit certified teachers to contract individually or in small groups with districts to provide educational services via television, satellite, computer, or other means in specialties such as advanced mathematics, world languages, or science.
- Develop cooperative programs with businesses in which educators and business people share expertise, and provide services to each other's institutions.
- Establish cooperative programs involving universities and public schools, in which insights, expertise, and creativity are honored and encouraged. Professors and teachers might spend part of their time instructing university courses and part of their time working in the elementary or secondary school.

The fundamental goals of these experimentsmust be increased student learning of basic and applied skills, better attendance, and greater retention of students. Simultaneously the experiments should document cost savings that are realized in the management of the school, both in the classroom and administratively. For example, these experiments could test increasing student-to-teacher ratios, expanding support staff ratios, and increasing machine-to-student ratios.

4. Encourage greater cooperation among the states through the creation of consortiums and other technical assistance arrangements.

This will save time and resources. There is no need for everyone to continuously reinvent the wheel. Federal support can help in this area, but it needs to be based on a partnership.

5. Establish independent institutes for research and demonstration of technology in education, modeled on the National Science Foundation (NSF).

The independence of the institute from higher education institutions or the department of education is important in seeking an appropriate balance between the academic and applied research areas. Like NSF, the institute would do little research itself. Instead it would support research undertaken outside the institute by universities, research centers, large school districts, and even the private sector. One suggestion is that several states form a consortium, using their individual resources to create a better climate to share resulting information. Such a consortium could use one of the Regional Laboratory for Educational Improvement institutions that blanket the country to house the "institute." The board of the institute could include a balance between practitioners and academic interests, to ensure that the results would be useful to the practitioner and be academically defensible.

6. Recognize each state's most creative technology-using educators.

If state policy is to encourage appropriate use of technology in education, one effective way is to publicly recognize it. Encouraging peer recognition and leadership will be a valuable incentive. The task force heard remarkable, compelling examples of creative uses of technology that had been proposed and implemented by classroom teachers. Governors should consider establishing award programs for the most creative use of technology so that these ideas will be shared and unusually effective teachers will receive recognition. These same teachers could participate in training or instructional efforts for their fellow teachers. Governors should also consider meeting with those teachers from their states who were selected in the "Teacher in Space" competition. Many of these teachers are developing extraordinary programs using advanced technology to enhance students' learning.

7. Make technology more available for students from low-income families.

States may pursue policies to ensure that students in low-income areas have access to highly trained faculty and quality equipment. A key state role could be to assist districts that have unusually limited resources. The state could target financial and technical assistance to such districts.

HOW WILL WE KNOW WE ARE SUCCEEDING?

This report is based on the assumption that performance-based assessment will be emphasized in our educational system. In moving toward that end, the appropriate application of technology within the educational system has been judged to have great potential. There are a number of indicators that will help Governors assess progress. These five indicators could be used by any state as part of the assessment process.

- Number of districts with formal plans for use of technology in their curricula and for school management.
- Number of districts that provide continuing training to help teachers use technology and incorporate it into curriculum development and classroom management.
- Number of teachers who are actually integrating machines and technology into their curriculum.
- Significant increase of resources and time spent on instruction and concurrent reduction of resources allocated to administrative cost.
- Ratio of hardware to students.

The task force believes that the states will develop more sophisticated and appropriate criteria as they aggressively pursue improvements in this area. As this information evolves, it should be shared.

OVERCOMING OBSTACLES

Dr. Geoffrey H. Fletcher, Texas Education Agency Division of Educational Technology, said, "When you go to the hardware store to buy a drill, you do not actually want a drill. Instead you want a hole. They don't sell holes at the hardware store, but they do sell drills, which are the technology to create holes. We must not lose sight that technology—for the most part—is a tool and it should be used in applications which address educational concerns or problems. We should therefore focus on the appropriate application of technology, rather than on the tool itself. We also must remember that the technology is constantly changing, and that whatever policies are implemented must be sufficiently flexible to reflect that change."

As with anything that is new and/or evolving the major obstacles are a combination of ignorance, fear, inertia, resources, and lack of incentives.

Perhaps the most critical aspect of overcoming these obstacles is open and continuous communication to, and involvement of, all the players within the educational community in finding new ways to use technology. By focusing on the local level, many concerns and fears can be resolved through interpersonal communication. State officials and others involved in education should understand that technology is a tool, and not a replacement for any component of the educational community. Its potential is to enhance the ability of those who teach and manage the educational system. Many obstacles can be overcome if this message is transferred effectively and the members of the educational community are totally involved in the planning, training, and specific applications of technology within their classrooms.

Further, the need for dependable, useful technical information is paramount. This obstacle can be overcome only if the states, the major educational organizations, and a recognized neutral organization that builds and provides a database, such as the Federal Office of Educational Research and Improvement or National Technical Information Service, come together to provide available, useful information. With information, a willingness to communicate on the part of the education community, political leadership by the Governors, and the willingness for states to share costs and responsibilities, almost any obstacle can be overcome.

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FACILITIES

"If the quarter of a trillion dollars America currently has invested in public school buildings were cash in hand, earmarked for replacement of the existing system, would we rebuild what we have now or design something better? The question is not entirely rhetorical. The cash is not in hand, of course. But in the coming decades we will replace most of our school facilities."

Ted Schwinden
Governor of Montana

CHAIRMAN

Ted Schwinden
Governor of Montana

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DEFINING THE ISSUES

Most education improvement efforts seek to change what happens inside school buildings, not how those building are used. Yet, America's school facilities represent an enormous, and often underutilized, resource. The overwhelming majority of the nation's schools are used only five days a week, nine months a year, and are restricted to the formal education of people between the ages of five and eighteen. While some states do encourage extended use of school buildings, much more could be done.

American educational facilities reflect a century of changing demographic patterns; school laws; educational philosophy; local, state, and federal policies; economic forces; and community expectations of education. Agrarian, small-town society had vastly different needs for school facilities than today's industrial- information-oriented society.

Contemporary school systems provide a variety of services for a complex society. Generally, however, these services are offered within a school year calendar more compatible with the nineteenth than the twentieth century.

Our nine-month school calendar was based on the needs of farmers. Youngsters were needed on the farm during June, July, and August, so the school summer vacation was created. Students attended school 170 to 180 days per year.

Today, most Americans do not live on farms, but the school calendar has not changed much. Most states still schedule school for about 180 days, with three months off in the summer.

Some educators have urged shifts in school patterns so that students do not have such a long time without formal instruction. In some places, families may choose between a traditional school calendar and one in which students have three one-month vacations rather than one three-month vacation. One California district that provided both options found that students on the unconventional calendar learned more each year for the several years reviewed. Many Western democracies require youngsters to attend school 200 to 220 days per year. One reason authorities give for higher test scores in those countries is simply that the students spend more time in school.

Regardless of how extensively they are used, school facilities are not as easily altered as textbooks, curricula, or graduation requirements. A community and its school system must live with past decisions about the location of school buildings and their number, size, and layout. Yet the demands on those facilities change as enrollments grow and decline.

New educational initiatives, such as special services for the handicapped and equal access to athletic facilities for young women, also changed the use of school facilities. Other changes were produced by demographics. The number of school age children dropped dramatically from 51.3 million in 1970 to 44.5 million in 1983. Thousands of school districts that opened new buildings during the 1960s and 1970s found themselves with vacant space in the 1980s. Between 1975 and 1985, more than 7,000 school buildings were closed. The public investment in closed schools has been assessed at $5.6 billion, assuming a conservative estimate of 40,000 square feet per building and a value of $20.00 per square foot.

"Maintenance of current school facilities and funding of new buildings will be one of the most pressing issues facing Governors in this decade."

Norman Bangerter
Governor of Utah

In districts that have studied the issue, closing a school building generally appears to have negative results. Madison, Wisconsin, officials noted that the number of school-age children in one neighborhood dropped from 640 to 40 after a school was closed. The area in general deteriorated and there was a reduction in single-family dwellings. Arlington, Virginia, officials reported that young families have been more selective about house buying since schools were closed. Property values in areas where schools were closed have dropped between 10 and 20 percent.

Instead of selling or demolishing buildings, some school districts are using surplus space to establish closer ties with the communities they serve. Opening the doors of school buildings for community purposes and maximizing use of schools through the day and through the year is the philosophy of the community education movement. While championed by the Mott Foundation as early as the 1930s, the concept has become particularly attractive in recent years. Substantial experience throughout the country demonstrates that school facilities can be used simultaneously for multiple purposes to enhance the education enterprise and the well-being of the community.

The Council of Chief State School Officers, with the help of the Mott Foundation, has documented a wide array of state and local initiatives that can provide a base of knowledge and support to guide wiser use of school facilities. Already, twenty-nine state boards of education have approved resolutions supporting community education, twenty-three states have passed legislation, twenty-three states have advisory councils, twenty states provide funding, and all states but one have staff responsible for community education development.

Districts which used the community school/shared facility concept found many benefits. Schools used for community purposes were less prone to vandalism. There was greater political support of bond elections. Providing day care programs in a school building produced enrollments from families whose children previously attended private schools. Sharing space with libraries, recreation centers, physical and mental health care, and other programs encouraged better communication with parents.

Leasing an unneeded building allows greater flexibility in planning because the district can use the building if it is needed later. Another benefit is the revenue from leasing vacant space: Seattle public schools received rental revenue of $1.25 million during the 1982–83 school year.

The problems encountered in planning for school facilities use are compounded by widely fluctuating birth rates. The birth rate has accelerated over the past five years. This baby boomlet is currently being felt in the primary grades, and will affect grades five through nine by the late 1980s and high schools by 1991. Growth is being experienced unevenly across the country. Utah's school-age population has increased 20 percent in the past five years, while other states continued to lose population. In some states, rural areas are losing population while metropolitan areas are stable or gaining. Some school districts, such as Montgomery County, Maryland, face the challenge of accommodating both decline and growth within a single district. In some places, communities have been angered when asked to support construction of a new building when an apparently solid building had been disposed of during the past five years.

In addition, population trends have reduced the number of people who have direct contact with most schools. Fifteen years ago, more than 50 percent of the nation's adults had children attending public schools. Today, that figure is only about 27 percent. Having relatively few people directly involved in and benefiting from public education makes it much harder to develop financial support for school facilities.

The growth in numbers of people without children in school is matched by the increase in senior citizens. Teenagers are outnumbered by people over age sixty-five. As a result lifelong adult education and senior citizen programs have gained popularity and attractiveness. With more people of retirement age, schools become a natural, convenient facility for senior citizen programs.

The final demographic change with direct implications for school facilities is the increase in the number of women who are working outside the home. In 1985, 53 percent of the mothers with children under age two were in the labor force, a 75 percent increase since 1970. Adequate day care and early childhood options for parents are sorely lacking. A 1978 California study found that while 372,000 children aged five through fourteen needed before- and after-school care, licensed care was available for less than one-third (106,000). In addition, one study found that 35 percent of the women on welfare who headed households would seek work if adequate day care were available.

Demographic changes have been accompanied by shifts in the skills employers need from their employees. The American economy has moved from a manufacturing economy to one that is increasingly oriented to automation, information processing and service. Advanced technology is replacing heavy manufacturing, and knowledge and problem-solving skills have become prime resources. Under such circumstances, retraining programs and continuing education are essential. School buildings can be most useful in adult and continuing education programs.

Population and workforce changes are not the only forces to affect school facilities. An energy crisis in the mid-seventies caused fuel costs to soar, wreaking havoc with school budgets. A 1975 survey by the Federal Energy Administration indicated that school energy costs had almost doubled in two years. Between 1972 and 1980, electrical costs for the Chicago school system rose by 494 percent and natural gas costs increased by 196 percent. The 1950s and 1960s were a time of low energy costs, so many school buildings erected during this baby boom were also extremely inefficient.

School districts have faced other unexpected facility costs. Two other health factors have required millions of dollars to rectify: asbestos removal and replacement or alternation of boilers to meet clean air standards. The federal government requires school districts to meet new standards without providing adequate funds.

Millions of dollars allocated to capital repairs have had to be shifted to meet unexpected costs. As a result, many public schools are deteriorating rapidly. The cost of catching up on repairs and maintenance of school buildings was estimated in 1983 to be $25 billion.

Two surveys on the sources of capital improvement funds found that in many states there was a great reliance on local sources. A 1986 survey found that fifteen states provide no funding for capital projects. A 1983 survey found that in twenty-four states, upwards of 90 percent of the funding came from local sources. In fifteen states, local sources account for less than 50 percent of the funding for capital improvements.

Policy Options

To make more effective use of school buildings and facilities, policymakers will need to consider several issues. First, should the traditional school calendar be changed? Second, should non-student individuals and groups use school buildings? Third, what is the actual condition of school buildings, and is state intervention necessary to make them healthy places for students and community groups?

The number of days students attend school has several implications. Some families look forward to summer as a time to take vacations. In the past, when school districts have tried to impose a new calendar, some parents strongly opposed the idea. Summer jobs may also provide needed income for many families. Offering a choice of school calendars would solve such problems.

In the late 1960s and early 1970s, a number of school districts experimented with year-round school programs. Generally, students attended approximately the same number of days, but did so on a different schedule. Experience with year-round schooling found that well-designed programs produced significant benefits. These include reduced costs of certain texts and educational materials, and higher test scores. In districts where enrollment is increasing rapidly, using school year round on staggered schedules is an alternative to costly construction of new buildings. Avoiding extended idle periods reduces vandalism. Shorter, more frequent vacations appear to improve attendance figures during instruction periods.

Year-round schools can produce some additional costs, such as increased transportation and energy expenses and teacher salaries. The salary issue carries with it both positive and negative factors. Clearly, it does raise operating costs. However, it can help overcome the public ambivalence about raising teachers' salaries. Schools in some parts of the county will have to be air-conditioned if they are to be comfortable during the summer. However, research shows that these costs are considerably less than the cost of constructing new buildings.

Providing summer programs is significantly less controversial than adopting year-round school calendars. Using school buildings during the summer increases transportation and staffing costs; in some areas, air conditioning will be required. But summer programs provide another option for families who want students to continue making progress in basic skills or to obtain academic enrichment.

Changing the school calendar is not the only way to make more efficient use of school buildings. Some school districts are sharing or leasing vacant space to a variety of community organizations. Such arrangements have produced various benefits, including reduced vandalism, increased political support in bond elections, revitalized neighborhoods, and increased contact between educators, parents, and other community members.

Concurrent enrollment is another approach that affects both public and higher education. High school students in some schools could take college courses offered by college faculty in high school buildings. Conversely, districts that need additional temporary space might be able to share facilities owned by churches, lodges, and other community groups.

If experiences with shared facilities are so positive, why aren't all schools sharing space with other groups? The most common reason is tradition. Content with the single-use concept for school buildings, the public may be unaware of the possibilities, efficiencies, and savings of sharing. Professional parochialism and "turf" battles inhibit cooperation in some communities. In some places, education and human service personnel have little incentive to share facilities, and no experience with the concept. Conflicts may also occur over the use of space: if the school kitchen is rented out on the weekends, a student/parent breakfast might be more difficult to schedule. Sometimes lack of parking and increased maintenance costs discourage cooperation. Zoning regulations can hamper multiple and shared uses of schools.

Another barrier to expanded school use and to the community education concept is perceived cost. Little actual analysis exists of the added costs of maintaining a "lighted schoolhouse." It may be necessary to allocate additional funds for such programs, negotiate cost-sharing arrangements, or charge fees to cover costs.

Sharing education facilities currently is complicated by the liability insurance issue. In general, guidelines for facility leasing and sharing recommend that users be required to have liability insurance. The director of Maryland's Interagency Committee on School Construction says he knows of no school district in that state which has been denied insurance because of shared facilities. Hawaii requires all applicants for use permits to submit a statement indemnifying the state against liability claims. In addition, Hawaii requires certain types of applications, such as carnivals or fairs, to obtain a general liability insurance policy.

Regardless of how school buildings are to be used, they must be safe. Building conditions vary throughout the states, and often within districts. Some states have assumed greater responsibility for the quality of school buildings, while others have regarded this issue as essentially a local matter. In the latter situation, states sometimes have provided additional resources for other purposes, while relying on local districts to maintain their buildings.

Where Are We Now?

A 1986 survey of the states provided the following general information:

- Twenty states have laws that restrict the use of school property by other than school-age children.
- Most states leave decisions about leasing of school facilities to local officials.
- Forty states have provisions for interagency sharing of school facilities.
- Nine states have some statutory or funding limitation preventing schools from operating year-round.
- Thirty-three states provide some form of capital funding for local school facilities.

Actions being taken and uses that are permitted in different states include:

Utah. Gov. Norman H. Bangerter has announced the ALERT program, which encourages public and higher education officials to coordinate the use of facilities, particularly in vocational education.

Montana. No laws prohibit extended use of school facilities or year-round school calendars. Montana School Accreditation Standards recommend that a school district's philosophy include "greater utilization of school/community facilities and resources" to provide for the "education, recreational, social, and cultural needs of all community members."

Michigan. The Genesee Intermediate School District at Flint is a living model of school/community cooperation. Through a number of programs, but most dramatically the formal retraining of thousands of workers in the Buick Motor Division, Flint schools have shown how private business, community leaders, and school officials can work together to get the most out of education resources.

Arkansas. The state has passed a law permitting school districts to establish a twelve-month school calendar.

Maryland. In 1971, Maryland established an Interagency Committee on School Construction. The program helps support approximately 800 projects. School districts are expected to develop education facility master plans, which are submitted to the state. The state provides 80 to 90 percent of the cost of building a facility. The state permits school districts to lease space to day care providers and other profit and nonprofit groups, as long as it will not disrupt the educational program.

Ohio. In 1980, the Governor established a Task Force on Community Uses for School Buildings. Its final report recommended that the Ohio Department of Education establish guidelines on building usage and that the legislature establish financial grants for district planning.

Wyoming. In Wyoming, the state has not perceived a need to develop a state policy on school facility use. Generally, individual school districts have established a policy of open access, which allows certain uses of school facilities if the facilities are not in use by school-related organizations. Usage fees may be imposed, especially if the group seeks to charge an admission fee or is a profit-making venture. The result is liberal use of facilities.

WHERE DO WE WANT TO BE IN 1991?

Five years from now, no community in America should be hampered by law or state regulation in deciding how to make the fullest use of school buildings and property. Of course, the school's first priority should be as it is now—providing education to our children. But communities should be free to choose whether schools should be closed more days than they are open, and whether school buildings can be a focus of community activity for groups other than school-age children.

In addition, five years from now every community should be aware of repair and maintenance needs in their schools, and ideally, have available a range of options for financing improvements.

GOVERNORS' ACTION AGENDA

Recommendations

1. States should focus existing "community education" initiatives on the shared use of facilities. Particular attention should be given to community groups providing day care and latchkey services.

The demand for high quality child care typically exceeds supply. Schools are uniquely designed and organized to provide such care. The movement of women into the workforce includes teachers who are mothers of small children; school-based day care can be an attractive benefit for good teachers who might otherwise leave. Similarly, quality child care options might be an incentive to teenage mothers to complete high school.

States should provide incentives to school districts by establishing award programs to honor and bring attention to school districts that have developed shared-use programs with community groups and agencies, and by providing planning grants to districts that are willing to carry out shared-facility programs.

States can also assist school districts by adopting legislation that permits districts to lease vacant space, or by helping districts deal with potential liability problems arising out of extended use of school buildings and facilities. State departments of education could help school districts establish insurance requirements for community groups that want to lease space.

States can also encourage state agencies to lease space in school buildings. This issue might become part of the evaluation of state department heads. They could be expected to increase the amount of space their department is leasing in available school buildings, while reducing the amount of space leased from the private sector.

2. States should encourage school districts to make more efficient use of school buildings, including the adoption of year-round school calendars.

Education, like any other division of government, faces a growing clamor to be accountable for the tax money it spends. In addition, school facilities represent a huge and visible financial investment by the public. Better use of buildings to provide education can only build public support. Actual savings realized by making better use of existing facilities can be redirected to other educational goals.

Year-round calendars specifically can alleviate or at least postpone the need to build new schools during periods of temporary enrollment increases. In some communities, year-round use of schools may allow communities to absorb "baby boomlets" without overcrowding or new construction. Most important, educators to date have found that improved academic performance can result from a restructured calendar that shortens the vacation periods away from formal instruction.

States should consider requiring that districts have plans for new buildings approved by the state department of education. The department would be empowered to help school districts consider ways to make more cost-effective use of facilities. Before a school district could construct a school building, it would determine whether an adjacent district has vacant space. If such space is available, the district that wants to construct the building would have to explain to the chief state school officer why constructing a school building is more cost-effective than leasing space from the nearby district.

States should provide incentives by:

- Providing funds to districts that are willing to offer summer programs.
- Permitting students to attend summer programs in other public school districts if their own district decides not to offer such programs.
- Offering planning grants to districts that will use a year-round school calendar. Such grants could combine technical assistance from the state department and from other districts that have successfully operated such programs, plus funds to pay staff who will develop plans for the district. States should permit students to move into and out of public schools with different schedules.

Special attention should be given to guidelines that give school districts ample time to plan for the students who will be attending, provide families with information about differences among programs, and provide transportation to low- and moderate-income students.

3. States should act to restore school buildings in which maintenance needs or safety improvements have been deferred.

Simple logic argues that beyond 1991 and into the twenty-first century, all schools will eventually have to be replaced. That should not, however, be an excuse for postponing indefinitely repairs to existing facilities. States have a responsibility to ensure a healthy and safe environment for students who are required by law to attend school. Furthermore, students should be entitled to a facility in which drafts, noise, heat or cold, and general disrepair do not impede their opportunity to learn.

The total repair bill for our nation's schools is estimated at $25 billion. An undertaking of that magnitude requires cooperation and planning, ideally involving federal, state, and local authorities.

- States should provide incentives by developing alternative financing methods, including allocation of state funds to help districts bring building maintenance needs up to date. Funds should be allocated on a sliding scale, with the greatest amount of money made available to districts with the lowest average family income.
- States should provide assistance by conducting an assessment of all school buildings to determine which are in conflict with state building codes, including pollution control, asbestos removal, and handicapped access. This assessment should also examine whether steps have been taken to increase the energy efficiency of schools.

4. States should establish policies regarding the disposition of obsolete and excess buildings, based upon long-term goals and demographics, as well as the needs of adjacent districts for building space.

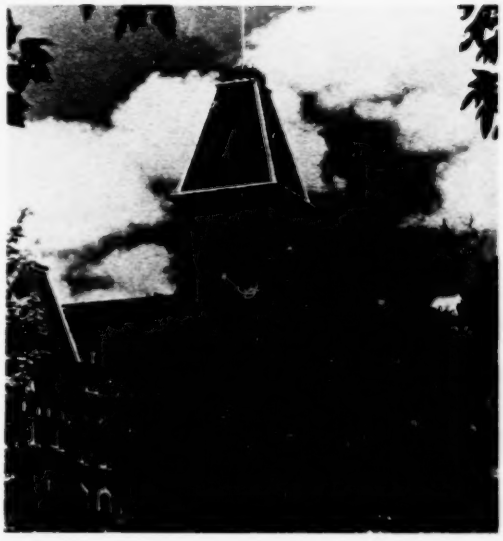
In specific cases, enrollment declines may mean that closing a school is the only reasonable option. In such cases, good government requires that value be recovered to the fullest extent possible. Policies on disposition of such buildings can include noninstructional use by the district; sale or lease to other entities; transfer to other government bodies for public use; and demolition where necessary. In the last instance, the land itself has value that ought to be recouped. Whatever priorities are established in such policies, at least the spectacle of a multimillion-dollar building standing idle and suffering vandalism must be avoided.

5. To provide continuing, in-depth information and technical assistance, states should encourage established educational organizations to develop greater expertise in this field.

Highly motivated groups of citizens and school officials have begun to collect and exchange information about different ways to use school facilities. Many of these are discussed in this report. The task force uncovered little data, however, that was collected nationwide. People seeking to make better use of their schools should have access to broader information and more detailed examples of experiences and problems. Several national organizations have pledged their cooperation, a hopeful sign that existing institutions can provide the background school officials and community groups will need.

States can help develop this information base by:

- Synthesizing existing data about school facilities.
- Formulating a broader data base and requesting that more information be collected in annual education reports.
- Asking in-depth questions about school facilities, including questions about the ways in which state and district policy is developed regarding school facilities; the number of buildings in each district that need to be upgraded to meet building codes; and ways to finance the upgrading of old facilities and the building of new ones.
- Evaluating the need for a major national study of the issue, and/or need for a major national group to provide more consistent data.
- Reviewing the relationship of school facilities to effective learning.
- Studying ways to generate community involvement in school facility issues.
- Providing data about successful programs that have increased facilities use through such options as year-round school, community education, and concurrent enrollment.



HOW WILL WE KNOW WE ARE SUCCEEDING?

As America's Governors assess progress toward their goals through the year 1991, answers to the following questions will provide valuable information.

1. What is the estimated ttal cost of bringing all school buildings in your state up to code or standards? What methods of financing repairs and maintenance are available to schools in your state? What percentage of school spending is currently devoted to repairs and maintenance?

2. What kinds of activities are schools pursuing to generate increased use of school facilities?

- Community education?
- Shared or rented facilities?
- Extra education-related programming?
- Year-round school schedules?

3. What problems are schools in your state encountering related to liability exposure for increased use of school facilities? What actions has your state taken to solve liability problems?

4. What actions do schools in your state take to recover value from obsolete or surplus buildings?

OVERCOMING OBSTACLES

Task force testimony about increased community use of facilities and initiation of year-round calendars identified the common and most difficult obstacle: tradition.

The concepts that schools are a place for children, and that school should run from September to June, are firmly rooted in American culture. When necessity does not force a change in such thinking, encouragement and incentive might. Governors can use their unique roles to promote untraditional ideas, applaud actions by local officials that challenge established practice, and lead state government away from restrictions and prohibitions resulting from tradition. The simple admonition to communities that "Your taxes paid for these buildings—don't you want to use them?" is a place to start, and may well serve to encourage new thinking within the community.

The main obstacle to completing the repairs that school facilities need is, of course, money. Buildings don't bargain collectively; utility services aren't chosen by a parent/faculty committee; boiler replacement does not typically generate political action committees for and against the proposal. The result is that maintenance and repair, lacking both constituency and controversy, are often the easiest to cut or underfund. State leadership is needed to protect the investments the public has made already, and to ensure the health and safety of people using the facilities.

One lingering question is "Just what should our next generation of school buildings look like?" As we go about investing another quarter-trillion dollars piecemeal around the country, school officials need to ask what design considerations would make buildings more efficient or suitable for community use; what improvements would make multitrack, year-round scheduling easier; and what materials and techniques could reduce future maintenance costs.

"One of the things that was brought home to us . . . was the number of facilities around the country, that like much of our infrastructure, are badly in need of repair or replacement."

Ted Schwinden
Governor of Montana

LIST OF PRESENTERS

Great Falls, Montana
November 19, 1985

Thomas Balakas
President-elect
National Council on Year-Round Education
San Diego, Calif.

Charles Ballinger
Executive Secretary
National Council on Year-Round Education
San Diego, Calif.

Wayne Buchanan
Montana School Boards Association

Joanne Erickson
Director
Adult and Community Education
Haver, Mont.

Gloria A. Gregg
Director, Center for Community Education
Montana State University
Bozeman, Mont.

Don Hamilton
Chairman
Great Falls School Board
Great Falls, Mont.

Ruby King-Williams
National Education Association
Washington, D.C.

Jesse Long
School Administrators of Montana

Harley Ruff
Elementary School Principal
Conrad, Mont.

Bob Ruthemeyer
Office of Montana Superintendent of Public Instruction

David Spathels
Superintendent
Genesee Intermediate School District
Flint, Mich.

Jerry Weast
Superintendent
Great Falls, Mont. Public Schools

Washington, D.C.
February 22, 1986

Ben Graves
Vice President
Educational Facilities Laboratory of the Academy for Educational Development

Richard Passantino
American Institute of Architects
President
SAIC Architects
McLean, Va.

Yale Stenzler
Executive Director
Maryland State Interagency Committee on School Construction

"The public has the right to know what it is getting for its expenditure of tax resources; the public has a right to know and understand the quality of undergraduate education that young people receive from publicly funded colleges and universities. They have a right to know that their resources are being wisely invested and committed."

John Ashcroft
Governor of Missouri

CHAIRMAN

John Ashcroft
Governor of Missouri

TASK FORCE MEMBERS

Bob Graham
Governor of Florida
Vice Chairman

George Deukmejian
Governor of California

John Carlin
Governor of Kansas

Harry Hughes
Governor of Maryland

Michael S. Dukakis
Governor of Massachusetts

George Nigh
Governor of Oklahoma

Arch A. Moore Jr.
Governor of West Virginia

DEFINING THE ISSUES

The American system of higher education is an essential component of this nation's continuing economic development, cultural vitality, and general prosperity. By combining the finest research programs with the greatest variety of educational courses and degrees available anywhere, postsecondary institutions provide graduates, and therefore communities, with unparalleled opportunities for personal and professional advancement. Today the percentage of Americans taking advantage of these opportunities for learning is unmatched by any other country in the world. More than 60 percent of this country's high school graduates continue their studies beyond high school.

While student enrollment has tripled since 1965, postsecondary institutions have virtually doubled expenditures to a total of $90 billion in 1984. Both the public and private sectors recognize the critical role of colleges and universities. Funding from local, state, and federal governments account for nearly half of all postsecondary expenditures (Carnes). The private sector provides substantial and steadily increasing support. In 1985 corporations and foundations contributed more than $5 billion to colleges and universities.

But despite obvious successes and generous funding, recent reports have criticized the effectiveness of higher education (Association of American Colleges; National Commission on Excellence in Education; National Commission on Higher Education Issues; National Endowment for the Humanities; National Institute of Education). Both objective data and subjective assessments of higher education indicate disturbing trends. Today's graduates are not as well educated as students of past decades. Gaps between ideal academic standards and actual student learning are widening. Evidence of program decline and devaluation, particularly in the humanities, is becoming increasingly prevalent.

Not enough is known about the skills and knowledge of the average college graduate. However, there is a disturbing trend in the test scores of students graduating from colleges and entering graduate schools. Student performance declined in eleven of fifteen major subject area tests of the Graduate Record Examinations between 1964 and 1982 (Adelman).

College students' attitudes toward their education indicate room for improvement. A 1984 national survey of 5,000 students found that 40 percent of students said no professor took a special interest in their personal academic life and 42 percent felt that most students are treated like numbers in a book (Jacobson).

Other indicators of the deficiencies of higher education come from the employers of graduates. Preliminary screening of ROTC cadets indicates that many cannot pass a basic academic skills test (Tice). These college students are listed as "provisional cadets" until they meet basic quality standards.

Other businesses and professions voice similar frustrations about higher education graduaates' readiness for employment. The ever-growing trend of testing elementary and high school teachers has shown that the baccalaureate degree is not a guarantee of even basic literacy, let alone competence, in the teacher's subject matter areas. Surveys also indicate substantial levels of dissatisfaction among business employers with the work preparation role of colleges and universities. More than 10 percent of companies surveyed in 1977 provided remedial education, even for college graduates, who tended to be weak in communication and interpersonal skills (Lusterman).

"Test scores . . . should not . . . be used as the only criterion for deciding whether a student should be admitted to upper division study, or awarded a degree, any more than SAT scores should be used alone to decide who should get into college."

George H. Hanford
President, The College Board at Task Force Hearing on College Quality

The problems in higher education have been documented by national reports and by key leaders from business, the military, and education itself. Despite this documentation, higher education accrediting agencies apparently are unable to address the decline in academic standards and to hold member institutions accountable for their students' performance. This is especially surprising in light of existing accreditation standards that require a component that considers "outcomes." In practice, however, accrediting associations have focused on campus resources, such as the number of volumes in the library, student/faculty ratio, and structural facilities and physical resources, rather than student learning and abilities. However, even accreditation programs are beginning to note that student progress needs to be substantiated. For example, the Commission on Colleges of the Southern Association of Colleges and Schools has adopted standards for accreditation that include an assessment component.

Improving undergraduate education in the United States will require a coordinated effort by state policymakers, institutional governing boards, administrators, and faculty across all the components of a college education—teaching, academic resources, support services, and curriculum. For schools that offer undergraduate instruction, discussions about the kinds of students the institutions want to develop will naturally lead to decisions to refocus attention and redirect resources to improve undergraduate teaching and learning. Discussions about various approaches to assessment, and specific techniques of assessment, will be a natural follow-up to decisions to improve undergraduate teaching and learning.

As the primary source of funds for public higher education, the states have a major stake in the quality of postsecondary institutions that goes beyond measures of input and processes. State attention must be directed to the outcomes of the higher education system—namely, measuring how much students learn in college.

Assessment is a way that faculty, institutions, and institutional sponsors can focus on outcomes of students, programs, and institutions. Quality can be better determined when information about students, programs, and an institution is regularly collected, analyzed, and used to improve teaching and learning.

Assessment of undergraduate learning and college quality needs, at minimum, to include data about student skills, abilities, and cognitive learning; substantive knowledge of individual students and groups of students at various points in their undergraduate careers; instructional approaches used by faculty; and educational curricula. Because the nature of undergraduate education requires many important skills and cognitive abilities be acquired and developed, colleges and universities should use a number of assessment approaches and techniques.

In 1985, the Southern Regional Education Board stated in its critical report "Access to Quality Undergraduate Education" that quality and access are intertwined. Access is meaningless without considering the quality of the undergraduate program. Yet, there is a fear that assessment procedures will adversely affect students who are underprepared. It is well documented that many of these students perform less well on standardized achievement tests. An assessment program that uses multiple measures of student learning will more accurately and fairly depict a student's knowledge and abilities, regardless of background or status. Instead of limiting education access, assessment may actually provide incentives to ensure that underprepared students receive the proper counseling, placement, and academic assistance needed to perform in college and to graduate in a reasonable amount of time.

What Have The States Done So Far?

Assessment practices are now in place in a number of states and institutions of higher education. Some of the programs were begun by institutions at their own initiative, while others have been launched as a result of state incentives or mandates. Although our emphasis is on public institutions, we realize there is much to learn from private colleges and universities.

A Private Innovator

Alverno College, a small, private, liberal arts school in Milwaukee, Wisconsin, offers a model of student assessment. The Alverno faculty conducted a review of curriculum in 1971 and sought a performance-based assessment process. The faculty, lacking higher education models, turned to the corporate community for model programs.

In the Alverno model, the fundamental principles of assessment are specifying criteria; relying on multiple judgments; choosing from alternate performance modes to elicit the full range of the developing ability; and using expert judgment to infer student abilities from this performance. Students also participate in self-assessment. Alverno relies heavily on volunteer assessors from the Milwaukee business and professional community to evaluate student performance. These outside assessors are trained by the Alverno faculty. Their work supplements assessments conducted by the faculty and by the Alverno Assessment Center. The Alverno Office of Research and Evaluation conducts ongoing studies of curriculum in light of assessment data. The major areas of research are what enhances learning, what makes it last, how it is best assessed, how it relates to personal growth, and how it contributes to professional effectiveness.

A Public Innovator

Northeast Missouri State University (NMSU) adopted a program to assess student learning, often referred to as value-added assessment, in the early 1970s. Scores on tests administered to entering college freshmen are compared with identical tests given to the same students as second semester sophomores to measure gains from the college experience. In addition to the value-added testing, all seniors are required to take a comprehensive exam in their major field of study. Many seniors take standardized exams, and faculty develop examinations for majors that do not have nationally normed tests. Demographic data, and surveys that evaluate the attitudes of students, faculty, alumni, and employers round out information gathered to show the value of an NMSU education.

Northeast Missouri State University's approach to assessment is being adopted by other colleges and universities and is being considered by state legislatures and higher education coordinating boards. The South Dakota Board of Regents has adopted a similar approach for all state colleges and universities in the system. Kean College of New Jersey and the State University of New York, Plattsburgh, are among postsecondary institutions that are developing variations of the value-added program.

Statewide Models of Assessment Programs

States are beginning to address the issues of college quality and assessment either singly or in combination with comprehensive reform efforts. The Arkansas Board of Higher Education has asked individual institutions to review, modify, and implement campus assessment plans and report to the board on the specific assessment program initiated on campus. The Louisiana Board of Regents recently examined the core curricula of state institutions in a general education review. The regents have asked state public colleges and universities to assess the outcomes of the newly revamped general education curriculum. However, the decision on the type and form of testing is left to the individual institution. In Illinois, the Committee on the Study of Undergraduate Education of the Board of Higher Education is recommending student assessment programs be instituted to provide information on student performance, but will not mandate the details of the assessment package.

New Jersey has a comprehensive system of entry-level testing in place for incoming college students. An advisory commission has been established to design and implement a long-range College Outcomes Evaluation Project, including student development, research, scholarship, and contributions to community and society. An instrument to test for these student outcomes is planned for development by 1988. A working group appointed by the Maryland State Board for Higher Education has recommended that a general education proficiency test be developed and administered to a sample of students in all statewide public postsecondary institutions at the end of the sophomore year. The Virginia State Council of Higher Education has reviewed existing assessment practices at Virginia postsecondary institutions. While recommending against statewide minimum competency testing for Virginia postsecondary students, all state institutions of higher education have been asked to establish campus-designed procedures for measuring student achievement.

The Colorado higher education reorganization plan requires each state university and college to measure student achievement. Each institution may adopt its own assessment system, depending on its mission. Schools that do not comply by 1990 will lose 20 percent of their state funding appropriation. The Utah Board of Regents is now revising and updating the Master Plan for Higher Education in Utah. Assessment of student outcomes is being considered as part of the revision. Currently, postsecondary institutions are strongly encouraged by the regents to be more active in assessing student learning.

Florida and Tennessee have implemented comprehensive statewide assessment efforts. Florida uses a state-mandated examination to assess basic skills. Students are tested at college entry for placement and remediation, and a standardized exit examination is given to all students before graduation from a Florida community college or entry into upper division courses at state four-year colleges and universities. Students who receive state aid and attend private colleges and universities in Florida must also participate in this testing program.

Tennessee's assessment program uses an incentive funding approach. Five percent of each public institution's budget is allocated on the basis of how well the college or university meets five performance criteria, including the assessment of student learning.

Other states have initiated variations of performance funding programs. Missouri rewards individual institutional improvement based on areas of critical state need. New York has an institutional incentive grant program based on the number of degrees conferred. Massachusetts provides funds for Centers of Excellence. Ohio has adopted five specific grant programs to improve higher education, including funding Centers for Excellence and chaired professorships. While these programs are not based specifically on student outcomes, they provide incentives for institutitional improvement. New Jersey also provides special funding to institutions; the Governor's Challenge Funds target state institutions that demonstrate dramatic improvement. South Dakota has begun a performance funding program, and Florida has adopted an initiative to fund Indicators of Progress toward Excellence in Education. The Virginia Fund for Excellence provides grants for institutionally generated, goal-oriented projects.

WHERE DO WE WANT TO BE IN 1991?

America's institutions of higher education stand as a gateway to opportunity, enterprise, and individual growth. Substantial public and private funds support these institutions. Public policymakers, taxpayers, students, and parents should expect colleges and universities to fulfill their promises. To assure accountability, postsecondary institutions must assess student learning and ability, program effectiveness, and institutional accomplishment of mission.

Although assessment is an area in which only a few institutions of higher education have had long experience, it is an area in which colleges and universities should invest significant time and resources. And colleges and universities are beginning to realize the value of this investment. A 1986 survey by the American Council on Education showed that 91 percent of college and university administrators supported assessment that is linked to improvement of education. Each campus should assess whether the receipt of a baccalaureate degree signifies the acquisition of a core of knowledge, along with the development of abilities to use that knowledge effectively.

Assessment of students' skill levels can and should occur as early as possible in the college program. Results should be used for placement and remediation. The acquisition of knowledge, and the development of abilities, such as thinking critically, solving problems, and synthesizing and drawing inferences from data, are important parts of undergraduate student learning. As students progress in their studies, they should be gaining knowledge and developing higher levels of these fundamental abilities.

Assessment and college quality are not incompatible with the research and graduate functions of postsecondary institutions. In fact, a renewed emphasis on quality at the undergraduate level can revitalize the research and graduate missions of colleges and universities. Quality institutions will aid the cause of research and the creation and application of new knowledge. And better undergraduate students will be better graduate students and professionals.

The benefits of assessment will extend beyond the campus. Graduates of quality institutions will be better prepared to enter the workforce. Assuring the integrity of the college product will enhance the contributions of colleges and universities to the social and cultural development of their communities. And it will promote the link between postsecondary institutions and elementary and secondary schools. Amore rigorous undergraduate program will require high schools, middle schools, and elementary schools to do a better job of preparing students to perform college level work.

GOVERNORS' ACTION AGENDA

Recommendations

1. Governors, state legislatures, state coordinating boards, and institutional governing boards should clearly define the role and mission of each public higher education institution in their states. Governors also should encourage the governing boards of each independent college to clearly define their missions.

By setting goals and objectives, colleges and universities define their particular institutional purposes and develop standards by which to evaluate their progress in achieving those missions. Most colleges and universities will have more than a single function within their mission. Undergraduate instruction may join graduate instruction, research, and public service—or some combination—as a basic function of institutional mission. Institutions should be rewarded fiscally and otherwise as they that take the time to refocus attention on their missions and take steps to evaluate how well goals and objectives central to clearly focused missions are being met. Similarly, independent institutions will be more effective in the competitive arena of higher education as they too refocus attention on roles and missions.

To support these efforts, there are a number of state policy alternatives that can be considered.

- Governors, state legislatures, and coordinating boards should examine the legal and historical basis for the mission of each public college and university in light of current and future state needs.
- Governors, state legislatures, and coordinating boards should determine if state needs are being met by the current configuration of missions among public higher education institutions.
- Governors, state legislatures, and coordinating boards should define, redefine, or refocus the missions of each institution in order to provide a high quality education through a cost-effective delivery system.
- Governors should encourage coordinating boards to review the full range of academic programs in public colleges and universities in light of both institutional mission and program quality.

"We need not just more money for higher education, we need more education for the money."

John Ashcroft
Governor of Missouri

2. Governors, state legislatures, coordinating boards, governing boards, administrators, and faculties should re-emphasize—especially in universities that give high priority to research and graduate instruction—the fundamental importance of undergraduate instruction.

The predominant model to which most colleges and universities currently aspire is that of the research university. Current reward structures for promotion and tenure in American higher education often encourage faculty to concentrate their efforts on research-oriented tasks. This can lead to a loss of institutional enthusiasm for undergraduate instruction.

Institutions, and the faculty who teach in them, must have the strong encouragement of Governors, legislatures, and coordinating boards to hold undergraduate instruction in special trust and give it special attention.

The task force of Governors fully recognize the synergism that exists among the functions of teaching, research, and public service. Further, the Governors understand that undergraduate students benefit from the enrichment and example of faculty engaged in research and service activities.

There are several ways in which this can be furthered. Governors, state legislatures, and coordinating boards should encourage public discussions of the nature of undergraduate education on each college and university campus, public and private, two-year, and four-year.

Governors, state legislatures, and coordinating boards also are encouraged to develop funding incentives for institutions that reward quality undergraduate teaching and student learning.

3. Each college and university should implement systematic programs that use multiple measures to assess undergraduate student learning. The information gained from assessment should be used to evaluate institutional and program quality. Information about institutional and program quality also should be made available to the public.

Colleges and universities can no longer take for granted the learning that should be occurring on their campuses. In most instances, systematic student assessment, including tough-minded grading, will document the learning that has been taking place. In other instances, a student assessment program will indicate areas in which curriculum and instruction need to be improved. In all instances, regular assessment will provide public institutions with the information they need to document to Governors, coordinating boards, parents, students, and legislatures that tax dollars and other resources are being invested wisely. In a similar vein, independent institutions will be able to demonstrate to their constituencies that the support provided is making a vital difference in the lives of students.

To achieve these goals, Governors should call on colleges and universities to implement programs of undergraduate student assessment that are appropriate to the particular missions of those institutions.

In addition, state coordinating boards, governing boards, and college and university faculties should use the results of assessment programs to improve teaching and learning at each institution.

"But at some point (testing) will have to do more . . . the private sector will demand it. If we are not producing what it takes to compete in the world, that public out there will suddenly be demanding not higher test scores, but a product that will compete."

John Carlin
Governor of Kansas

"We ought to be concerned about quality in research, quality in public service, as well as quality with the undergraduate mission."

Peter Magrath
President, University of Missouri,
at Task Force Hearing on College Quality

4. Governors, state legislatures, and statewide coordinating boards should adjust funding formulas for public colleges and universities to provide incentives for improving undergraduate student learning, based upon the results of comprehensive assessment programs. Independent colleges and universities should be encouraged to do likewise.

Although there is justification for allocating resources to public colleges and universities based on enrollment, mission, and other factors, there is also a clear need to reward institutions that can demonstrate that they are doing a good job of educating students. Institutions should be encouraged and rewarded in their efforts to increase the learning of those in their charge. Incentive funding will send a clear signal that policymakers expect and demand proven quality in higher education.

Governors should work with legislatures and coordinating boards to implement a reasonable and substantial incentive funding component in the regular funding formulas for higher education. These same state bodies should recommend special financial incentives—apart from and in addition to the regular funding formula—for public colleges and universities to implement programs of undergraduate student assessment.

Governors should also work with legislatures and coordinating boards to develop funding mechanisms to address deficiencies in student preparation to perform college work, which are identified through assessment programs.

5. Governors, state legislatures, coordinating boards, and governing boards should reaffirm their strong commitment to access to public higher education for students from all socioeconomic backgrounds.

It is incorrectly assumed that quality and access are competing, antagonistic values in higher education. Although declines in the quality of higher education in the last two decades have occurred during a period when access has been expanded, it is not true that access causes a decline in the quality of higher education.

However, access without quality is a cruel deception, while quality without access is a betrayal of the cherished American ideal of equal opportunity and the belief that it is important to educate all children. In the next decade, an increasing proportion of the nation's youth in the traditional college attendance age categories will have backgrounds that have provided fewer economic and educational advantages. From moral, economic, and national security perspectives the nation simply cannot afford to sacrifice the next generation of emerging Americans in the name of quality enhancement.

College faculties and presidents, governing boards, and state coordinating boards are encouraged to define the prerequisites for success in higher education, including model college preparatory curricula, and to ensure that all parents, students, and school officials are well informed of them.

Institutions, governing boards, and state coordinating boards are encouraged to undertake studies of the patterns of success of the students at each public institution to determine if systematic variations occur among the graduates of particular school districts. The results of these studies should be shared with local school boards so corrective action can be taken as necessary.

6. The higher education accrediting community should require colleges and universities to collect and utilize information about undergraduate student outcomes. Demonstrated levels of student learning and performance should be a consideration in granting institutional accreditation.

Although regional accrediting agencies claim to require an outcomes component in their standards, traditionally they have emphasized the availability of institutional resources and processes (education inputs) when deciding to grant accreditation. These resources certainly are fundamental to accomplishing institutional missions; however, they do not by themselves guarantee a high quality, competitive education. Ultimately, institutions must be judged on whether they have, in fact, produced graduates who are intellectually prepared for life and work. For public or private institutions that have undergraduate instruction as one of their functions, programs of student assessment will help demonstrate that students are learning and that the resources and processes are serving the needs of states and the nation.

Governors, state legislatures, and coordinating boards should inform accrediting associations of their expectations that student outcomes be a component in the accreditation of every college and university.

Governors, state legislatures, and coordinating boards should encourage accrediting agencies and public institutions to release detailed assessments of institutional strengths and weaknesses—including reviews of student performance. For purposes of consumer information, Governors, state legislatures, and coordinating boards should request this disclosure from accrediting agencies, and should require it of public institutions.

HOW WILL WE KNOW WE ARE SUCCEEDING?

To determine and monitor a state's progress in the area of undergraduate student outcomes, Governors can ask the following broad questions:

1. Does each higher education institution in the state have a clear statement of institutional mission?
2. At each institution of higher education in the state with a function of undergraduate instruction, what assessment practices are in place to evaluate student, program, and institutional performance?
3. What state incentives exist to encourage the assessment of undergraduate students, undergraduate programs, and institutions?
4. What information is reported regularly to the public concerning undergraduate student learning, undergraduate program quality, and undergraduate institutional quality?

OVERCOMING OBSTACLES

The members of the task force realize that a great deal of work must be done in the area of assessing undergraduate education. In some cases, appropriate assessment instruments do not currently exist. Institutions may have to develop their own approaches and instruments—the experience of Alverno College is an example.

Assessment will vary at different institutions, because the mix of programs, missions, and types of students will differ. Each institution will have to determine what it wants to measure before deciding which assessment approaches and techniques are appropriate. The large vendors of standardized and customized tests will need time to design new instruments and approaches to assess higher order abilities.

The Governors on the task force are aware that assessment is currently undertaken by most colleges and universities. From the most basic assessments of student learning, such as grading course examinations and term papers, to sophisticated norm-referenced examinations, colleges and universities already collect information about undergraduate student learning. However, this information is seldom collected systematically or analyzed comprehensively. Such information could be regularly collected and interpreted, supplemented with additional student outcomes information, and used to improve undergraduate teaching and learning.

"We want a much more rigorous environment of education. We also want the development of those skills that are essential for the country to move ahead."

Frank Newman
President Education Commission of the States in Task Force Hearing on College Quality

Implementing a comprehensive undergraduate assessment program will involve certain costs. These costs will vary according to the size of the institution, the nature of the assessment program selected, and the outcomes desired. Peter T. Ewell and Dennis P. Jones in "The Costs of Assessment" state that the question of the cost of assessment is one of how much additional money must be spent to begin a program appropriate to the needs of the institution. Given that dollars currently spent for assessment often can be spent more effectively, and that assessment programs can become more efficiently operated over time, many estimates of new dollars required for implemented comprehensive programs can be substantially reduced.

State leaders can expect opposition from faculty and administrators who fear unintended side effects from the assessment process, such as teaching to the test, limiting the access of the educationally disadvantaged to a college education, narrowing curriculum, and adversely affecting research activities. A 1986 survey by the American Council on Education found the following stumbling blocks to assessment: no funds to develop procedures (71 percent); not clear what to evaluate (64 percent); fears about misuse of results (60 percent); lack of faculty support (58 percent); and no good evaluation instruments (57 percent) (El-Khawas). Faculty and admnistrators must be an integral part of assessment efforts and be seated at the table at the beginning of the discussion. When faculty see the demonstrated benefits of assessment programs, as they have at such diverse schools as the University of Tennessee, Alverno College, and Northeast Missouri State University, they, too, will become standard bearers for achieving more effective college quality through assessment.

This report emphasizes that Governors can take a positive approach in encouraging assessment. The obstacles to assessment are more mythical than real. Peter Ewell states that "statewide approaches should as far as possible be designed to challenge excellence rather than to mandate adequacy. Experience has shown that higher-education institutions are at their best when pursuing the best."

"If we are to keep our promises to students, we must be willing to honestly assess our strengths and our shortcomings."

Bruce M. Carnes
Deputy Undersecretary of Education
U. S. Department of Education
at Task Force Hearing on College Quality

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Task Force on College Quality

SUPPORTING WORKS

Time for Results, The Governors 1991 Report on Education is the result of extensive study and research about public education in the United States. In preparing their reports, task force members traveled throughout the country meeting with policymakers, educators, students, and parents.

Highlights and significant findings from each task force hearing have been compiled into a companion publication which supplements the material presented in this volume. In addition to selected testimony and detailed information about the work of each task force, these volumes contain the full text of background and commissioned papers prepared at the request of each task force. Complete information on how to order these supporting documents is found on the last page of this report.

The supplemental and commissioned papers for each task force are listed here.

Task Force on Teaching Papers

"Attracting and Retaining Talented Teachers," by Cindy K. Currence, consultant to the National Governors' Association

"Building State Strategies to Attract and to Retain Talented Teachers," by Robert Palaich, Education Commission of the States

Task Force on School Leadership and Management Papers

"A Policymaker's Guide to Improving Conditions for Principals' Effectiveness," by A. Lorri Manasse , consultant to the National Governors' Association

"Effective School Leadership," by Roland Barth, senior lecturer on education and co-director of the Principal's Center, Harvard University

"School Leadership and Management," by Cindy K. Currence, consultant to the National Governors' Association

"Solving Personnel Problems through the Assessment Center," by Debbie Cutchin and David Alonso, consultants to the National Governors' Association

Task Force on Parent Involvement and Choice Papers

"Expanding Educational Opportunity and Choice," by Cindy K. Currence, consultant to the National Governors' Association

"Providing Data and Policy Recommendations—Answers to Twelve Questions Raised by the Task Force," prepared by Evans Clinchy, senior field associate, Institute for Responsive Education, Boston, Massachusetts. With Elisabeth Allen Cody, Owen Heleen, and Mary Westropp

"Putting Choice to Work for Public Education," by Charles Glenn, director, Bureau of Equal Educational Opportunity, Massachusetts Board of Education

"Responses to the National Governors' Association—Public School Choice," by Mary Anne Raywid, Center for the Study of Educational Alternatives, Hofstra University

"The Massachusetts Experience with Public School Choice," by Charles Glenn

"Policy for At-Risk Children: Preschool to High School," by Allan Odden, University of Southern California

"Readiness for the New Educational Standards: Background Paper," by Jean G. McDonald, consultant to the National Governors' Association

"Making Effective Educational Use of Advanced Technology," by Cindy K. Currence, consultant to the National Governors' Association

"Policy Recommendations for Developing Appropriate Uses of Technology in Schools," by Stanley Pogrow, Melbo Professor of Education at the University of Southern California; associate professor of education, University of Arizona

"Analyzing the State Role in Local School Facilities: A Survey of the Fifty States," by Jean G. McDonald, consultant to the National Governors' Association

"School Facility Utilization," by Jean G. McDonald

"College Quality: Measuring What Students Learn in Higher Education," by Jean G. McDonald, consultant to the National Governors' Association

"The Costs of Assessment," by Peter T. Ewell, senior research associate, National Center for Higher Education Management Systems; and Dennis Jones, president, National Center for Higher Education Management Systems

"The State Role in Assessing College Outcomes: Policy Outcomes and Probable Impacts," by Peter T. Ewell

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